Hanover County, VA

Planning Commission
DRAFT: May 11, 2026

2026

Acknowledgments

Thank you to everyone that participated in the process to develop this small area plan.

Community Meeting (November 5, 2025 - County Inn & Suites)

Project Team

- Hanover County Planning Department
- Benchmark Planning
- DAVENPORT

Elected Leaders

- Faye O. Prichard - Board Of Supervisors, Ashland District
- Susan P. Dibble - Board Of Supervisors, South Anna District
- Alan Abbott - Planning Commission, Ashland District
- Larry Leadbetter - Planning Commission, South Anna District

Contents

01

Plan Overview

The Route 1 Gateway Small Area Plan establishes a vision and guidelines to encourage high-quality redevelopment and reinvestment within the area.

General concept for future development character of retail centers

Vision

"The Route 1 corridor will be an attractive gateway to Hanover County that serves the needs of surrounding residents and the Richmond region, with high-quality development and redevelopment that reflects the community's history and is respectful of established neighborhoods."

Overview

- The Route 1 Gateway Small Area Plan helps implement Envision Hanover, the County's comprehensive plan, by establishing a more detailed vision and guidelines that are specific to this corridor
- During the small area plan process, residents, businesses, landowners, and other community members provided input on their thoughts and feedback on the development vision and strategies

Study Area

- The study area is centered along the U.S. Route 1 Corridor between the Chickahominy River / Henrico County line to the south and the Town of Ashland (just north of North Lakeridge Parkway) to the north
- The study area includes a range of land uses that have developed over time and are ripe for redevelopment and reinvestment

Purpose

- Identify preferred business types
- Determine public infrastructure improvements that are needed
- Develop design guidelines tailored to the area (such as landscaping, building architecture, building heights, setbacks, etc.) to create a cohesive pattern of development and redevelopment as it occurs
- Guide private development, create policies, and inform public investment strategies that are consistent with the vision

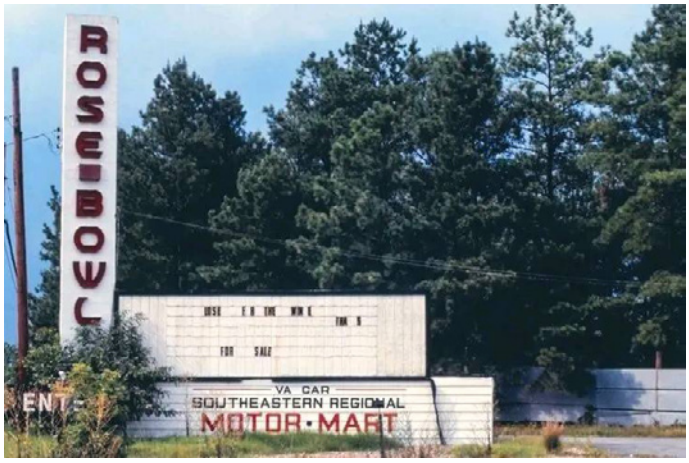
History of Route 1 in Virginia

U.S. Route 1 in Hanover County historically served as a primary north-south corridor connecting Richmond and Washington D.C. It often followed and eventually replaced the prior route, Telegraph Road, which mostly followed historic trade routes of Native Americans. As a key segment of the Atlantic Highway, it was the main thoroughfare for travelers until the construction of Interstate 95, which significantly reduced traffic on Route 1.

Early in the 20th century, this corridor was a part of the designated "Atlantic Highway," a major tourist route along the East Coast. The route was established as part of the U.S. Highway System in the 1920s, serving as the primary corridor for commerce and travel between Richmond and Fredericksburg.

The construction of Interstate 95, with sections completed in the early 1960s, shifted the majority of long-distance traffic away from the Route 1 corridor, changing its role from a primary interstate highway to a regional artery. This shift also drew significant economic development opportunities away from Route 1 as traffic numbers dwindled and interests were focused more on the I-95 corridor.

Green Top, a staple sporting goods business in the study area, around the time of its founding in 1947 (Source: Green Top)



Entryway signage for the old Rosebowl Drive-In Theater that was a main attraction near the intersection of Cedar Lane and Route 1 for decades (Source: Gina Hayden, Facebook)

The Snow White Inn was a popular service station and rest area for travelers on Route 1,1940s (Source: Bill Koch)

Area Context

Quick Facts

- Total Study Area - 2,300 acres
- Route 1 Corridor Length - 3.16 miles (within Study Area)
- Convenient access to major transportation corridors
- Close proximity to I-95 and I-295 Interchange
- Near population centers and destinations in northern Henrico County (additional workforce + housing)
- Proximity to Hanover County Municipal Airport
- High Economic Development Potential


Study Area
Town of Ashland
1
95
Lakeridge Parkway
Lewistown Road
Old Telegraph Road
95
Cedar Lane
Hanover County
Sliding Hill Road
Chickahominy River
Henrico County
1
0.5
Miles
N

Community Engagement Summary

More than 400 individuals participated in the planning process in a variety of ways. There were three separate in-person engagement opportunities including one set of focus groups with topic area stakeholders and two public meetings. An online community survey was also deployed early in the process and received over 2,300 comments.

291

Online Survey Participants

2,300

Comments to Online Survey

406

Individuals Engaged Overall

Online Survey

Total Number

- 291 Participants

Dates Open

- October 31 - November 30, 2025

Public Meetings

Focus Group Meetings

- October 23, 2025
- 27 Participants

Public Meeting #1

- November 5, 2025
- 63 Participants

Public Meeting #2

- February 12, 2026
- 25 Participants

Project Website

- Updates to the project posted regularly
- Project materials and presentations posted after each engagement effort
- https://engage.hanovercounty.gov/route1plan

Summary of Community Feedback

Community feedback was gathered through an online survey and polling at in-person community meetings. Several topics were repeatedly mentioned in feedback. The items below were the most commonly supported ideas shared through the survey, polling, and written comments.

Community Meeting (November 5, 2025 - County Inn & Suites)

92% **Landscaping along road frontages**

- Provided design guidelines for frontage landscaping and reflected in proposed street and site designs

84% **Ornamental/pedestrian lighting**

- Provided design guidelines for pedestrian lighting and reflected in proposed street and site designs

76% **Tree preservation**

- Recommending updates to buffer standards to enhance tree preservation

74% **Parking to the side or rear of buildings**

- Offered site design concepts and design guidelines that reinforce parking and loading location and screening

73% **Improved community aesthetics**

- Providing Design Guidelines for community features like landscaping, coordinated architecture, attractive building materials, and improved signage

69% **Natural open space**

- Offered concepts to provide public access to natural open space

66% **More sidewalks, trails, and bikeways**

- Included designs for complete streets and highlighting opportunities to build trails and shared use paths

65% **More restaurants & entertainment**

- Offered site design concepts for walkable, mixed-use retail centers

60% **More parks & recreational opportunities**

- Provided concepts for park space and trails

40% **Improved roadways & connectivity**

- Recommended improvements to Route 1 and other roads and provided connectivity options

The Plan's Relationship to Envision Hanover (2023 Comprehensive Plan)

The U.S. Route 1 Corridor Economic Development Zone (EDZ) is a gateway into Hanover County that is largely developed with a mix of commercial and industrial uses, with some residential areas and vacant parcels dispersed throughout the area. While there has been some recent construction, many of the properties were developed in the 1950s and 1960s and are in need of redevelopment and reinvestment. The corridor has existing infrastructure such as public water/sewer availability and convenient access to major transportation routes.

Since the corridor includes highly-visible business areas and properties that have the potential for additional redevelopment and reinvestment, the U.S. Route 1 Corridor EDZ was identified in Envision Hanover, the County's comprehensive plan, as a renewal area. In addition, a portion of the study area is within the Altee/Elmont Interchange EDZ, which is identified as an established employment hub due to a concentration of existing business.

Currently, the corridor contains uses that are not consistent with the vision, development standards, and recommendations of Envision Hanover. This Small Area Plan is intended to support and implement the overall direction of Envision Hanover by establishing a more detailed framework and development vision for the corridor. It includes design guidelines that encourage commercial and industrial uses that reflect residents' desires for the area while creating high-quality jobs and economic development opportunities.

The Plan's Relationship to Development in the Study Area

The zoning ordinance, overlay districts and land development regulations govern what can and cannot be built in the study area and throughout the County. Some development types are allowed by-right legally through the existing ordinances. Some types require exceptions to the ordinances to be approved by staff and elected officials. This plan will not change that.

But, this plan does establish a vision for the future of the study area based on community feedback. To achieve that vision, it recommends ways to improve zoning and development outcomes in the study area so they align more with the vision. Those recommendations are based on community feedback received during this planning process.

Additionally, the plan recommends design guidelines to help future private development and public streetscapes to be built in ways that reflect the vision established by the community. These guidelines are not requirements like the zoning ordinance is, rather they give more specific design guidance that can be referenced when considering rezoning requests, exceptions and conditions on new development.

Ultimately, this plan has collected feedback on issues the community is facing in the study area, items they would like to be improved, and then it has set forth strategies and recommendations on how leaders may go about making those improvements.

02

Current Conditions

Study Area Characteristics

Cataloging the Study Area

Route 1. Strip retail center

Route 1. Auto sales and service

Old Telegraph Road. Large-lot residential uses with Agricultural zoning

Lakeridge Parkway & Timber Ridge Road. Professional employment cluster

Route 1. Newer distribution/warehousing development

These images show varying character areas that exist across the study area. While Old Telegraph Road remains undeveloped in appearance, many properties on Route 1 are being developed or redeveloped.

The Route 1 corridor reflects a transitional development pattern shaped by its rural origins and more recent regional growth pressure. It has experienced increasing redevelopment and investment in auto-oriented commercial uses, strip commercial centers, and large-scale industrial and warehouse facilities. Just outside the study area, recent residential development has occurred. A mix of legacy rural development patterns and newer large-format commercial and industrial uses has produced a fragmented land use pattern and transportation network that is disconnected. While this evolution presents challenges related to compatibility, access management, and infrastructure capacity, it creates an opportunity to guide future growth through coordinated planning that balances economic development with improved connectivity, land use transitions, and preservation of the corridor's remaining rural character where appropriate.

Study Area Profile

1,071
Residents

479
Households

2000 - 2020 Annual Growth Rate

2.11%
Population

1.80%
Households

Housing

310.4
Population Density per Square Mile

2.24
Average Household Size

Income

$74,348
Median Household Income

$35,378
Per Capita Income

$135,132
Median Net Worth

Source: ESRI Business Analyst

Commute

15.9%

Spend 7+ hours commuting to and from work per week

65.9%

Drive Alone to Work

Employment

72.3%

Management or Office Roles

13.9%

Skilled Trade or Manual Labor

13.7%

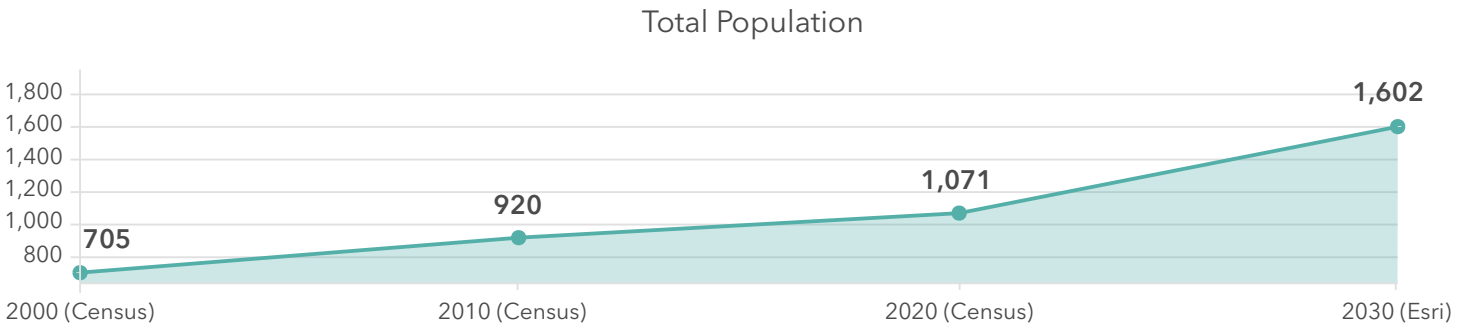
Services

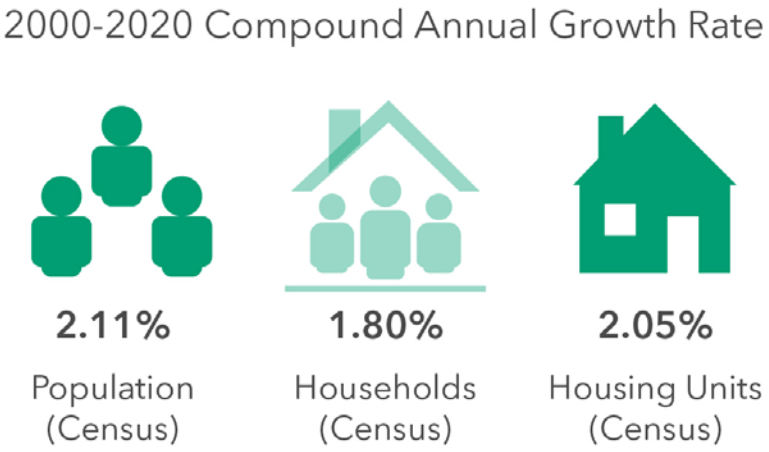
4.2%

Unemployed

Source: ESRI Business Analyst

Study Area Profile

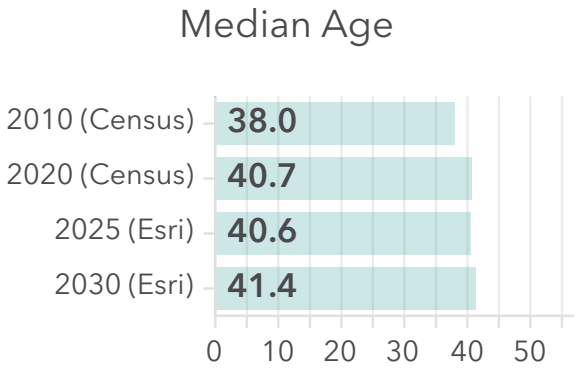


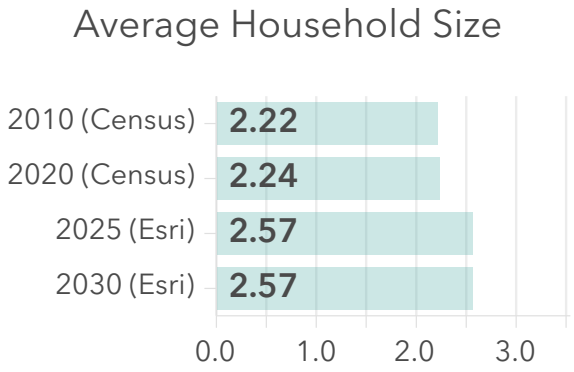


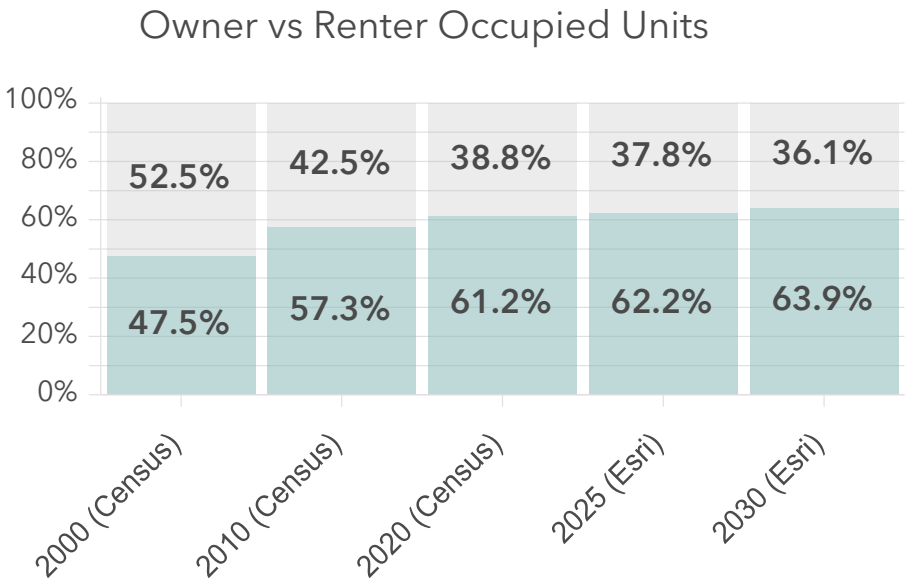
2%

Average annual growth rate of population, households, and housing units

Median age is increasing, as is average household size



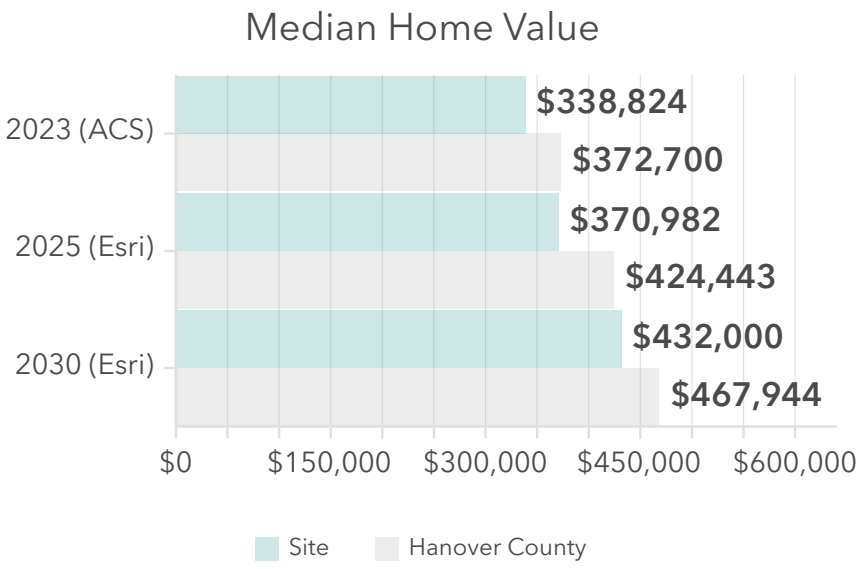


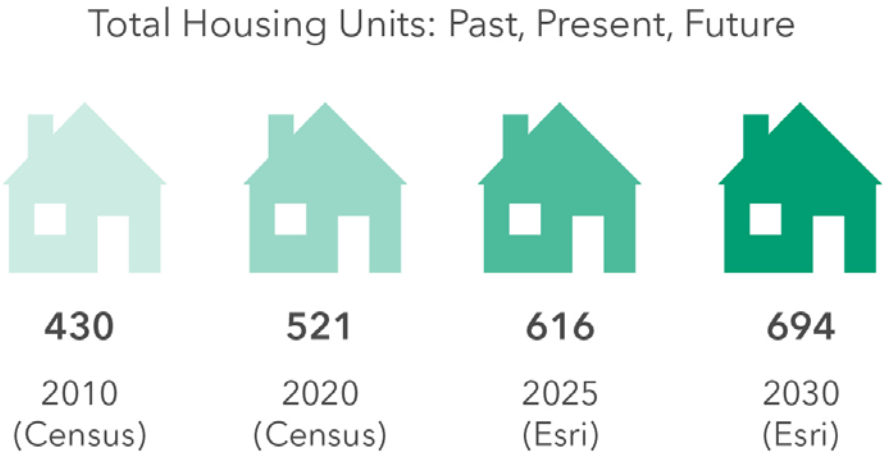


Homeownership is increasing and is projected to increase marginally through 2030

Median home values are on the rise and predicted to top $430,000 by 2030

Homes remain more affordable than Hanover County overall

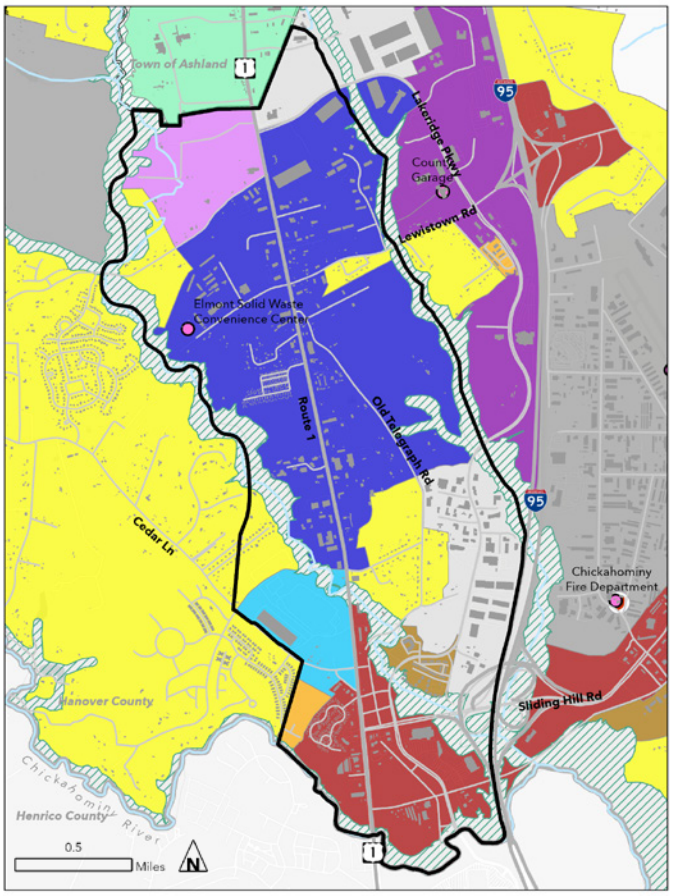




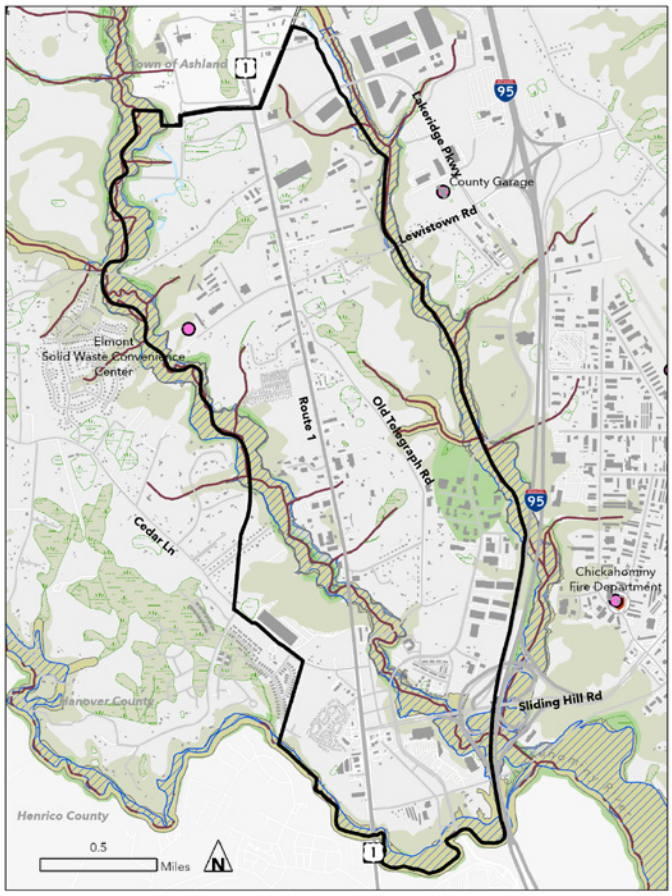
Number of homes have increased by around 10-20 units per year since 2010 which ESRI estimates to continue as projected out to 2030

Existing Conditions Analysis

Future Land Use



Environmental



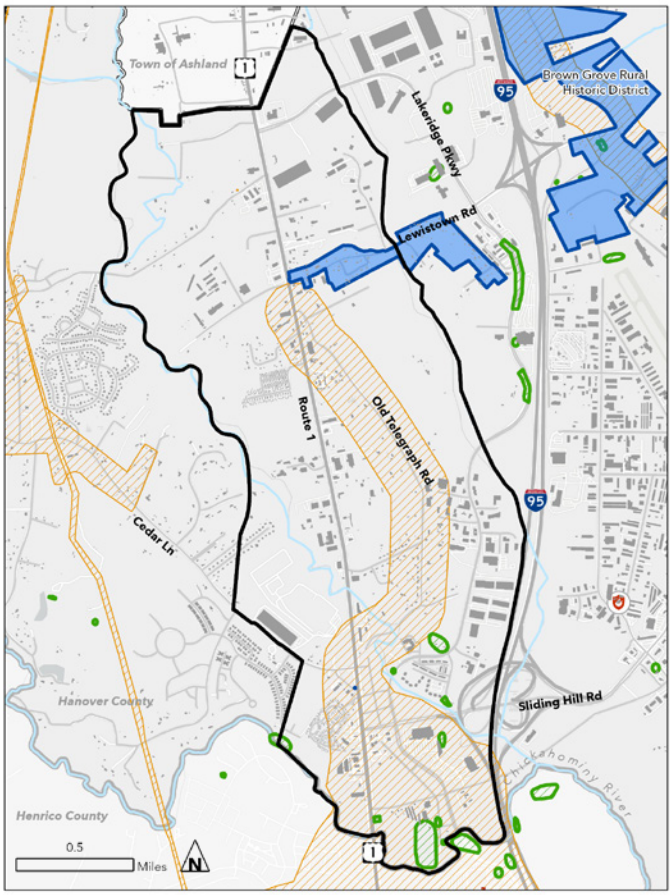
Key Takeaways

- Mix of use types planned within the study area
- Majority of land area planned for commercial and industrial uses
- Compatibility of some adjacent future land uses may be challenging

Key Takeaways

- Significant floodplains and Resource Protection Areas along two creeks
- Environmental features make East-West connectivity across the study area more challenging, but could provide natural amenities (e.g., greenway corridors and public open space)

Historic Resources



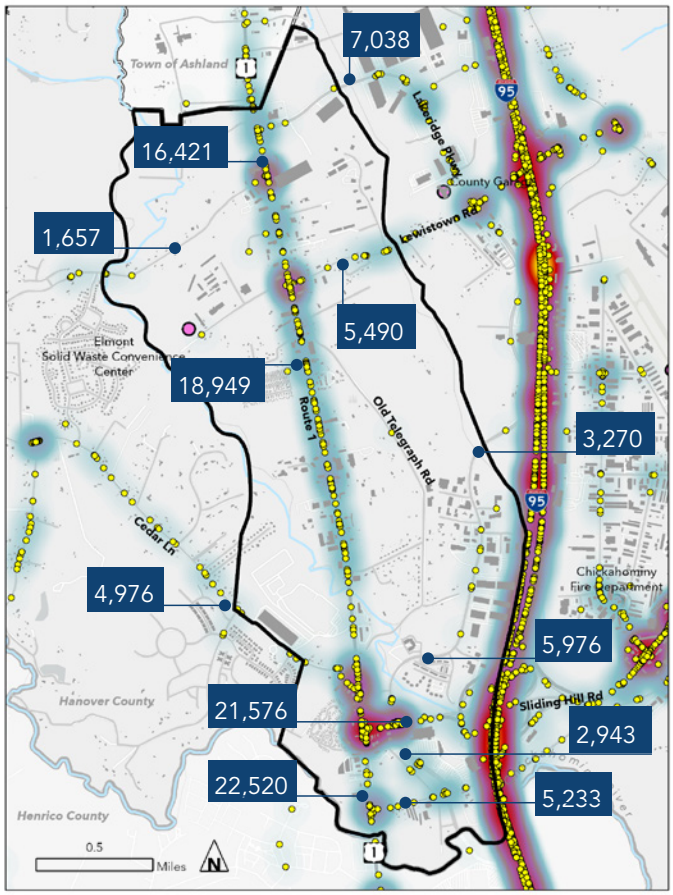
HISTORIC REGISTER
- Historic Register

DHR ARCHAEOLOGICAL SITES
- DHR Archaeological Sites

DHR ARCHITECTURAL SITES

National Register Eligibility
- DHR Staff: Eligible
- DHR Staff: Potentially Eligible

Crashes & Traffic (2016-2025)



- Crashes (2016-2025)
  - Sparse
  - Dense
- ## Average Daily Traffic (2024)

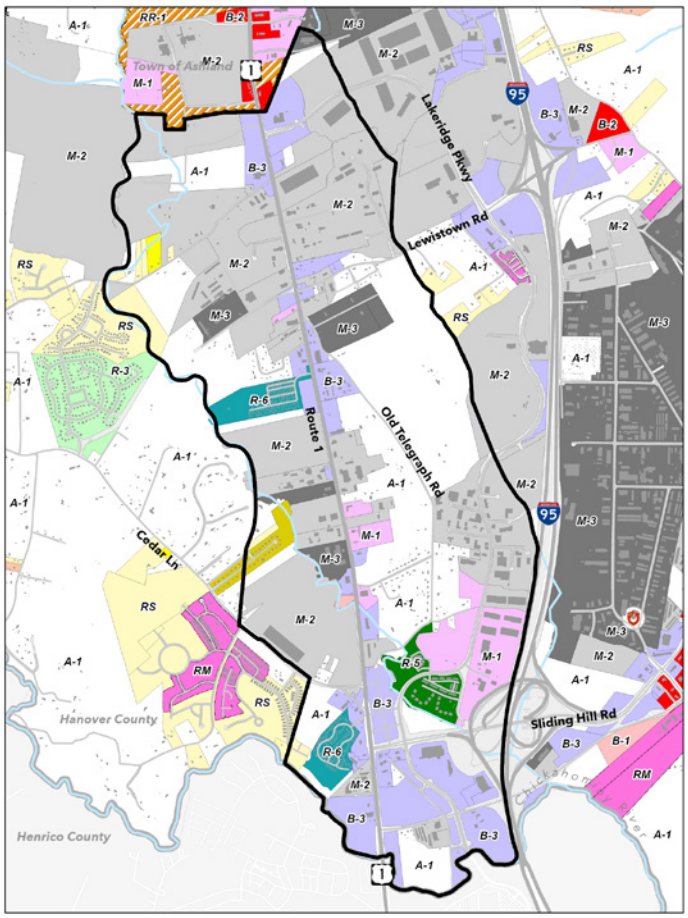
Key Takeaways

- Historically significant or potentially significant sites are spread throughout the study area and may influence planning and development
- Brown Grove Rural Historic District is a significant resource along Lewistown Road
- Several historic archaeological sites and potentially eligible architectural sites in southern part of study area (e.g. Old Telegraph Road)

Key Takeaways

- Crashes are most dense at intersections, especially Sliding Hill Road & Route 1
- Traffic volumes are highest near Route 1 & Sliding Hill Road
- Volumes on side roads and the northern portion of the study area are significantly lower

Zoning and Overlays



Zoning

- A-1 Agricultural
- RR-1 Rural Residential (Ashland)
- AR-1 Repealed Ag. Residential
- RS Single-Family Residential
- R-1 Repealed Residential
- R-2 Repealed Residential
- R-3 Repealed Residential
- R-5 Repealed Residential
- R-6 Repealed Residential
- RM Multi-Family Residential
- B-1 Neighborhood Business
- B-2 Community Business
- B-3 General Business
- M-1 Limited Industrial
- M-2 Light Industrial
- M-3 Heavy Industrial

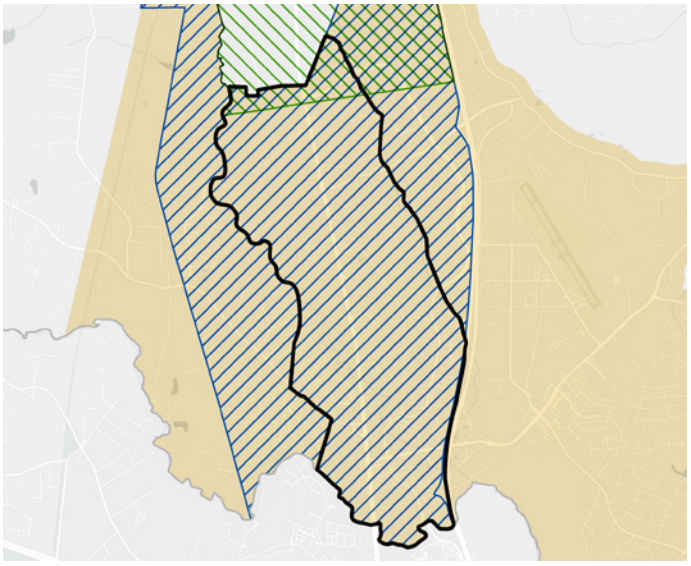
Overlays

- Suburban Development Overlay
- Route 1 Corridor Overlay
- Ashland Overlay
- Study Area

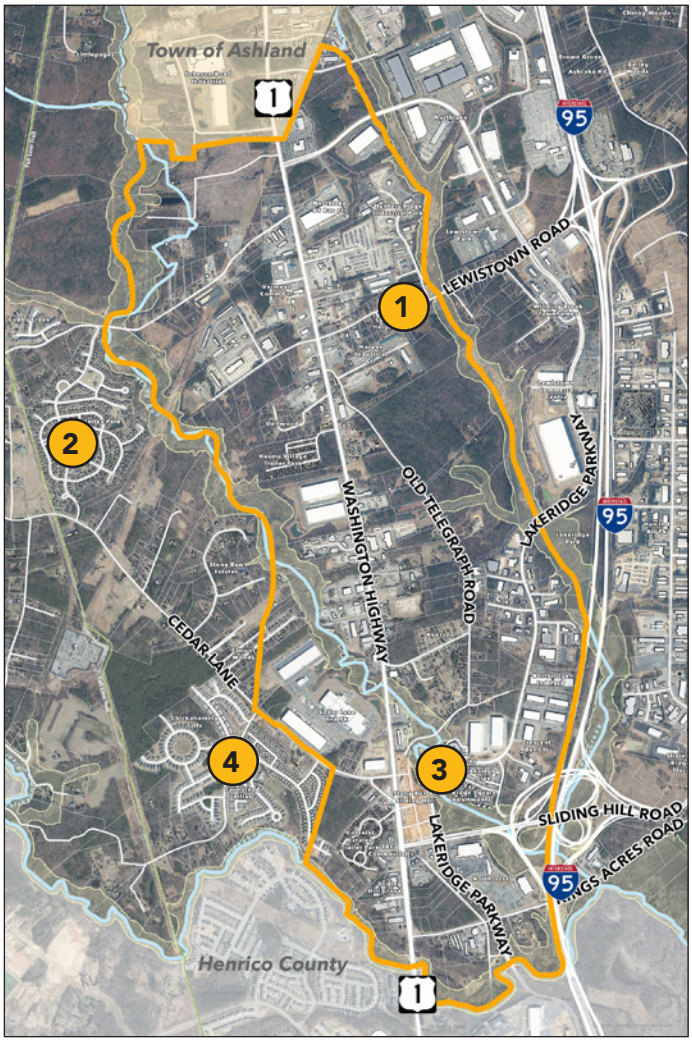
Zoning ranges from Agricultural (A-1) to Heavy Industrial (M-3) with a mixture of districts which are not often compatible adjacent to one another. Business / commercial zoning is generally concentrated along Route 1 and on the southern edge of the area. Residential zoning, including a few repealed districts, are spread out along the study area's edges. A significant share of the area is zoned A-1, which permits a range of agricultural uses, single family homes, and limited other uses.

In addition to these base districts, three zoning overlays cover the study area. The entirety of the area is within the Suburban Development Overlay and the Route 1 Corridor Overlay. The most northern edge (north of Boxwood Farm Lane and N Lakeridge Parkway) is within the Ashland Overlay District. The overlays establish additional standards for development, including landscaping, wireline utilities, parking areas, buffers, and connections to public water and sewer systems.

The variety of zoning districts allows for a range of uses, but places potentially incompatible uses and development types in close proximity to each other. The number of overlays may complicate the application of cohesive development standards.



Neighborhoods and Districts



Brown Grove Rural Historic District is a historically African American community established during the Reconstruction Era by families including formerly enslaved individuals. It featured small subsistence farms connected by a network of paths and tracks to community hubs, such as churches, a schoolhouse, and a few general stores. It is an excellent example of a rural landscape of Black heritage that grew and transitioned into a middle-class residential neighborhood. The 1,200 acre historic district consists of two churches, along with sixty-five single family dwellings, one commercial building, ten cemeteries, and four archaeological sites.
Cedarlea Park is an established subdivision, with large single family homes along curvilinear streets.
Stony Run Condominiums is a newer development, with a second phase currently under construction.
Chickahominy Falls is a 55+ master planned agri-community that offers a range of housing types and densities, in addition to a number of amenities including a pool, farm, market, fitness center, trails, and parks.

A variety of existing and emerging neighborhoods are within or directly adjacent to the study area. These will need particular consideration in order to preserve and protect the established character and development style of these communities, each of which is quite unique.

Brown Grove Rural Historic District

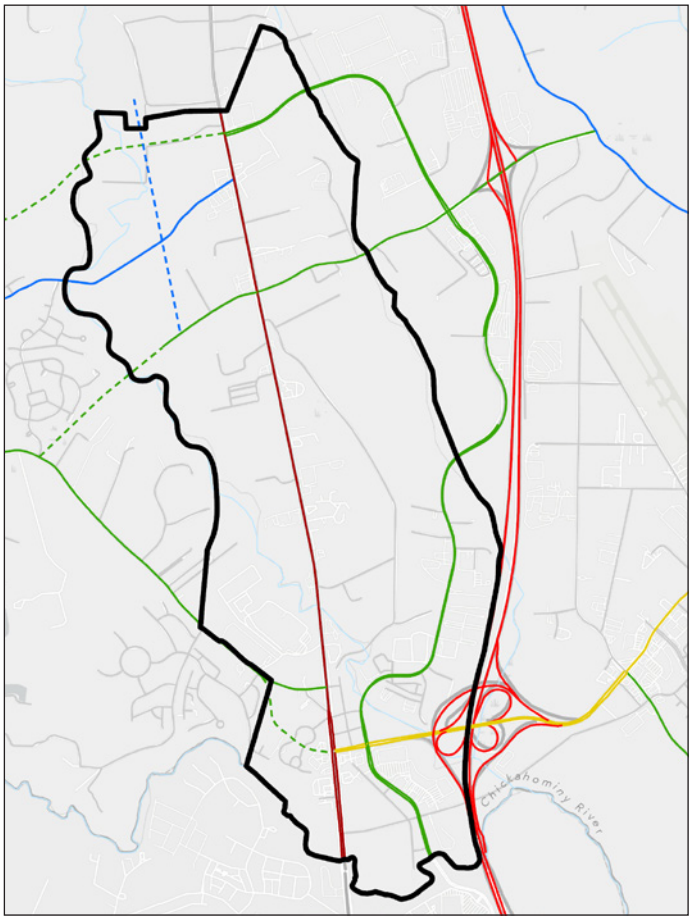
Cedarlea Park

Stony Run Condominiums

Chickahominy Falls

Existing Road Network

Existing Major Thoroughfare Plan



While two east-west corridors provide through connections between Route 1 and I-95, additional connectivity is limited in the study area. The Major Thoroughfare Plan includes three planned road connections and extensions to tie Route 1 into areas west of the study area, as well as one north-south connector to provide a parallel segment west of Route 1. However, Lakeridge Parkway and Old Telegraph Road (which is extremely limited capacity) are the only routes which provide some parallel connectivity to Route 1 at this time.

Though streams and existing development limit additional connectivity, a US 1 Arterial Management Plan is currently being developed by VDOT. This will identify ways to ensure safety and preserve the capacity of the highway network without wide-scale roadway widenings. It is likely that additional improvements will be suggested to facilitate greater connectivity for vehicles and pedestrians alike.

The existing roadway network connecting the Route 1 study area to its surroundings is insufficient given the potential for additional new development. However, numerous plans have identified opportunities to create stronger connections, improve vehicle and pedestrian access, and make the road safer. Additional improvements on adjacent streets (such as Old Telegraph Road) could help alleviate the overall roadway network. These considerations should be incorporated into development regulations.

Street Inventory

Route 1 has a daily traffic volume ranging from 16,000 vehicles north of Lewistown Road to 23,000 vehicles south of Sliding Hill Road, based on VDOT traffic counts taken in 2023. Route 1 and a portion of Sliding Hill Road near I-95 are part of VDOT's Arterial Preservation Network, which includes the most critical non-freeways for regional and statewide travel. According to VDOT, the Arterial Preservation Program is designed to preserve and enhance the safety and capacity of the critical highways included in the Arterial Preservation Network. Arterials are major highways that function similarly to the interstate system, accommodating long-distance mobility of people and goods throughout the commonwealth.

Table 1 below summarizes the characteristics of Route 1 as well as key intersecting streets. All routes listed below are maintained by VDOT.

Table 1 - Street Inventory

Street Name	Route #	Daily Traffic Volume	Typical Cross Section	Pavement Width (Approximate)	Speed Limit (MPH)
Washington Highway	US 1	16,000 (north), 23,000 (south)	4-lane undivided	42 feet	45
Kings Acres Road	SR 835	5,200	2-lane undivided	20 feet	45
Sliding Hill Road	SR 656	21,000	4-lane divided	60 feet	45
Cedar Lane	SR 623	4,900	2-lane undivided	18 feet	45
Old Keeton Road	SR 719	Not available	2-lane undivided	16 to 18 feet	25
Old Telegraph Road	SR 661	Not available	2-lane undivided	18 feet	40
Lewistown Road	SR 783 / 802	1,300 (west), 5,500 (east)	2-lane undivided	20 feet	45
Cobbs Road	SR 801	1,600	2-lane undivided	20 feet	40
Lakeridge Parkway	SR 782	7,000	2-lane divide & 4-lane divided	Varies from 46 to 66 feet	45

Volume data dates vary from 2023 to 2024

The Fall Line Trail

The Fall Line Trail is envisioned as a world-class, paved multi-use trail that is transforming the Central Virginia region (including the study area) for active transportation. It is connecting communities and planned to catalyze economic development. This 43-mile planned trail traverses seven localities in a region of 1.3 million people.

A recently completed segment of the trail south of Ashland traverses immediately adjacent to the Route 1 Small Area Plan study area just west of the Chickahominy Falls neighborhood. It crosses Cedar Lane and Holly Hill Road, continues into Henrico County and will soon connect into downtown Richmond and beyond.

Source: fallLinetrail.org

Existing Operations and Deficiencies

Through field observations, communication with County and VDOT staff, and public surveys, existing areas of deficiency have been identified and are discussed below:

Traffic congestion: Route 1 carries approximately 1,600 to 2,500 vehicles per hour during normal peak conditions. However, hundreds of additional vehicles per hour can easily divert onto Route 1 when there is a lane closure on I-95. This results in heavy delays on Route 1, particularly at signalized intersections including Sliding Hill Road, Lewistown Road, and Cedar Lane.

Truck traffic: Truck traffic was cited as a concern in the public survey. Trucks account for approximately 3% to 5% of daily traffic on Route 1 and may be higher during certain hours. 2% is an average amount of truck traffic in this context, so Route 1 numbers are 50% to 150% higher than average. This is a 24-hour average, so there are potentially hours where the observation of truck traffic may approach 10%. The presence of industrial and distribution centers along the corridor, and the study area's proximity to I-95 contribute to truck volumes. Most truck-generating sites are reliant on Route 1 for access, with a lack of cross-connecting or parallel routes.

Lack of left turn lanes: A center left turn lane is mostly absent on Route 1. As a result, left turns must be made from the inside through lane, which causes safety issues and delays.

Exit delays: During higher-volume periods, drivers have difficulty making left turns onto Route 1 from side streets and driveways. This is partly attributed to a lack of connection between parcels, which does not allow motorists to connect to a nearby traffic signal or an alternate route. This highlights the need for alternate routes and a more robust connectivity network as alternates to Route 1.

Lack of pedestrian and bicycle accommodations: Sidewalks are mostly absent and bike lanes are non-existent along Route 1, which increases reliance on motor vehicles.

Number of driveways: There are approximately 110 driveways or streets along the 3.1-mile study corridor, which is an average of one driveway every 300 feet. In some sections there is a driveway every 100 feet. Driveways are generally full movement, and in some cases poorly aligned with driveways on the opposite side of Route 1. This high density of driveways does not meet modern VDOT access management standards, increases conflict points and the potential for crashes, and increases difficulty navigating to destinations.

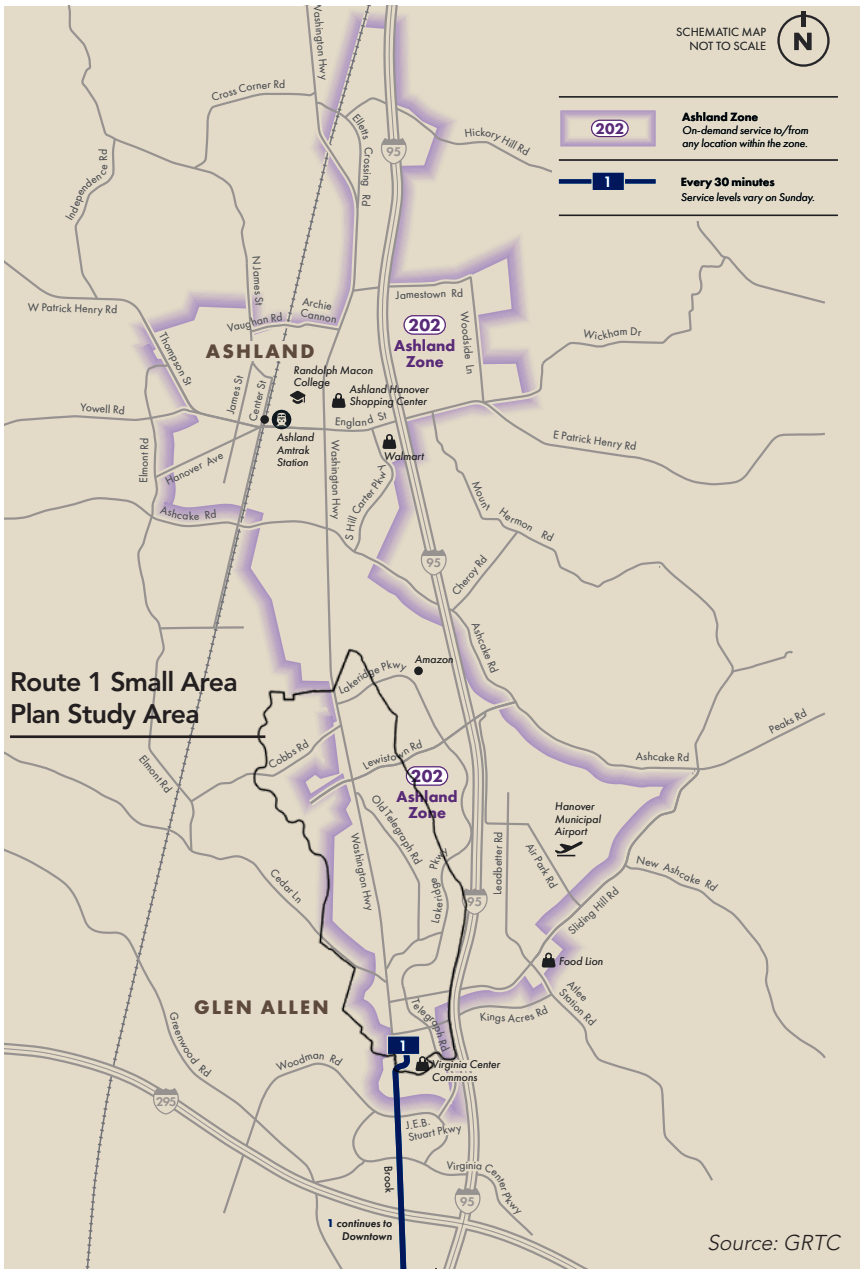
Lack of internal connectivity: Internal connections between neighboring businesses is a best practice for reducing reliance on the adjacent street (Route 1), thereby reducing delays and the potential for crashes. However, businesses at many locations along Route 1 lack connectivity with neighboring parcels.

Pending VDOT Arterial Management Plan

During the planning process, the project team learned that VDOT is planning to conduct an Arterial Management Plan (AMP) for Route 1 in 2026. Arterial Management Plans use a holistic approach that identifies ways to ensure safety and preserve the capacity of the Commonwealth's arterial highway network without wide-scale roadway widenings. Arterial Management Plans are a key component of the Arterial Preservation Program, providing localities and VDOT a guide to future development and supporting transportation network infrastructure.

The plan is funded and is scheduled to kick-off in July 2026. Close coordination between Hanover County and VDOT will be key to developing recommendations that advance the objectives of this plan, VDOT and the County.

Transit



Source: GRTC

In 2024, the GRTC LINK microtransit service was launched in the Ashland area of Hanover County. LINK is on-demand public transportation that provides free curb-to-curb rides between two places within set zones. The Ashland Zone is shown on the map to the left and it covers most of the Route 1 study area. The service connects to a local bus route on the southern end of the study area which travels southward, tying into additional routes.

The service is growing and becoming more popular (especially with some of the businesses here) but it does not cover some residential areas like Chickahominy Falls.

GRTC BUS CONNECTIONS

Source: GRTC

The table below lists the bus routes that operate within this microtransit zone.
The approximate time between buses is shown in minutes.
For full service details, visit our website **ridegrtc.com**

Route	Route Name	WEEKDAY Peak 6–9am/4–7pm	WEEKDAY Midday 9am–4pm	WEEKDAY Evening after 7pm	SATURDAY Day 6am–7pm	SATURDAY Evening after 7pm
1	**Chamberlayne/Downtown**	**30**	**30**	**60**	**30**	**60**

Development Activity

Recent rezoning requests and development applications have primarily requested development of warehouses, office space, and retail or commercial uses within the study area. Similarly in recent years, development has included a vehicular storage yard, speculative industrial buildings, commercial out parcel development, and even townhomes (although just outside the study area).

Additional development requests have been made just outside of the study area. Of note are numerous commercial and industrial requests off Lakeridge Parkway, just east of the study area. However, engagement during this process has identified a desire for less warehousing and convenience-oriented retail and requests for higher-end restaurant and retail or mixed-use development. Still, there has been (and continues to be) significant interest in warehousing and industrial development in the study area, primarily due to strong market demand, the proximity to the I-95 corridor, and location in the Richmond region, one of the fastest growing regions in Virginia.

Recent development has been concentrated around the Sliding Hill Road and Route 1 intersection. This consists of large parcels that have been slated for a mix of primarily convenience-oriented retail uses like a gas station, auto service station, and grocery store. Just outside the study area, properties around the Lewistown Road and Lakeridge Parkway intersection have been (and are currently) under development with similar types of uses with the exception of an urgent care center.

Throughout the planning process, there has been significant opposition to additional warehouses, distribution centers, and data centers. The public is particularly concerned about potential impacts on traffic and appearance of the corridor. Across the board, concerns over aesthetic appearance

Recent development on Route 1: Gas station with convenience store at the intersection of Lewistown Road and Route 1

Route 1. Newer distribution/warehousing development

Newer multi-family development in the study area called Stony Run Condominiums on Lakeridge Parkway north of Sliding Hill Road

of the study area and development quality were mentioned. Going forward, residents and stakeholders who participated in this process expressed a desire to improve development standards while also making transitions between higher intensity uses (like industry or warehouses) and lower intensity uses (like residential developments) less abrupt and drastic. Specific requests for improved appearance include greater landscaping, fewer signs, smaller-scale buildings, greater setbacks, and the use of traditional architecture. Stakeholders expressed a related interest for greater connectivity and additional parks within the study area.

While additional proposals for residential and mixed use development have been submitted in the past, these are not reflected in the most recent rezonings and developments. Stakeholders expressed mixed opinions regarding additional residential and mixed-use development. Some supported those development types, while others were opposed to any new residential uses. Others supported lower-density residential development, but not multi-family units.

Numerous rezonings are currently active within the study area. This is in part due to enhanced development standards which require conditional uses and special exceptions. However, it is reflective of the development interest and market demand that exists here. This small area plan provides a great opportunity to establish a refined land use vision for the study area, and to use that to inform rezoning efforts and decisions. Related changes will need to be made to the County's development standards in order to support the type of development that is best suited for the study area.

Active retail development on Route 1 near the intersection with Cedar Lane

Recently completed emergency health center just outside the study area boundary on Lakeridge Parkway near Lewistown Road

Sports & Tourism Economic Development

The Henrico Sports & Events Center lies just across the county line from the study area and was frequently mentioned as a significant factor in economic development potential for this portion of Hanover County. The 185,000-square-foot facility opened to the public in December 2023, and is situated at the former Virginia Center Commons. It is owned by the Henrico Sports & Entertainment Authority and aims to boost Henrico County's sports tourism economy, although its sphere of influence reaches into Hanover County. The new arena is booked with several community, regional and national events including graduation ceremonies for Henrico County Public Schools, the Atlantic 10 Women's Basketball Tournament, the Sips and Strings Concert, the Atlantic Coast Volleyball Tournament, and various other sports and entertainment events. Operated by Legends Global, the center is expected to generate over $60 million annually from its sports and events programming.

2024 Economic Development Impact Summary

- 43 weekend sporting event rentals
- Sports Included: Volleyball, Basketball (youth and collegiate), Wrestling, Gymnastics, Cornhole, Cubing, Futsal, Wheelchair Basketball, Brazilian Jiu-Jitsu
- Signature Events which were also televised to showcase Broadcast Exposure are listed below:
  - Atlantic 10 Women's Basketball Championship
  - University of Richmond Women v Columbia
  - VCU Women v. Delaware
  - American Cornhole League Pro Series
- Approximately 70% of total visitors came from outside of the Richmond MSA an stayed an average of 1.7 nights for weekend events
- Out of area visitors purchased meals, souvenirs, and other non-lodging goods and service

Source: Henrico Sports & Entertainment Authority

2024 Visitor Spending in Virginia

HENRICO Sports & Entertainment Authority

Henrico: $1.924B

Chesterfield: $640M million (>201%)

City of Richmond: $982.1M (>96%)

Hanover: $240.4M (>700%)

Top 5 Jurisdictions in State

Arlington	$4.764B
Fairfax	$3.981B
Loudoun	$4.925B
Virginia Beach	$2.551B
Henrico	$1.924B

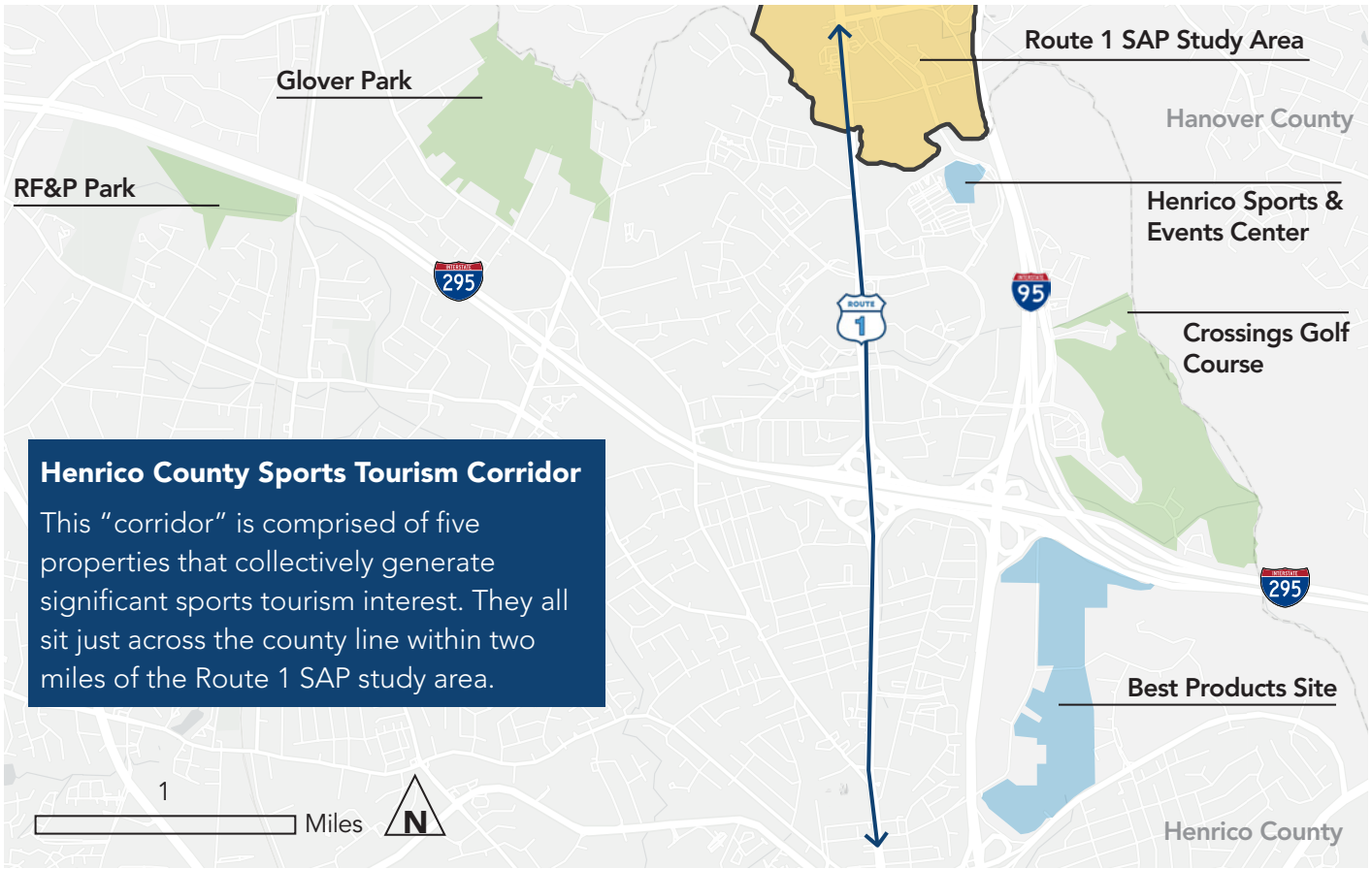
Henrico Sports Economic Impact After COVID

2021 – 2022	→	8.8% increase
2022 – 2023	→	12.1% increase
2023 – 2024	→	38.4% increase
2021 – 2024	→	69% increase

Henrico County Visitor Expenditures After COVID

Year	Total Spending		% Increase
2021	$1.3B		
2022	$1.718B	→	32.2%
2023	$1.876B	→	9.2%
2024	$1.924B	→	2.6%
2021 - 2024		→	48.0%

Source: Henrico Sports & Entertainment Authority



Source: Henrico Sports & Entertainment Authority

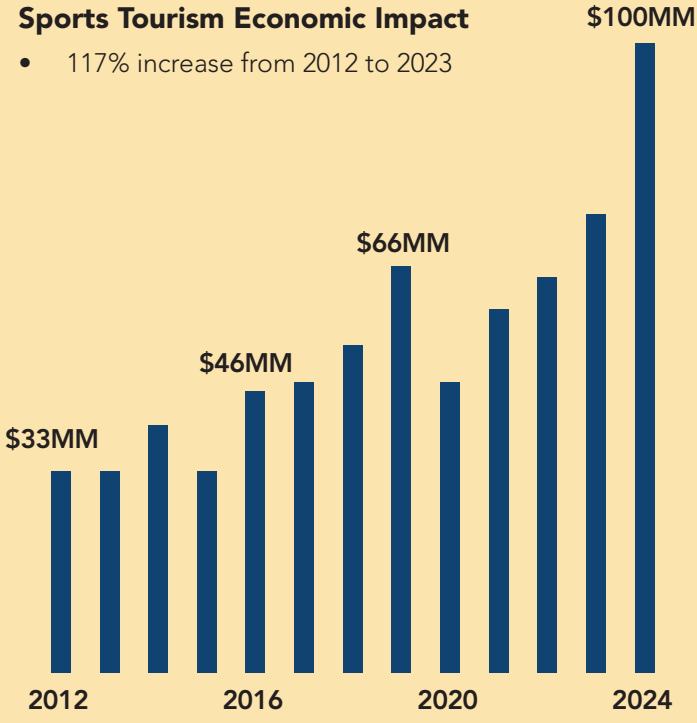
Henrico Sports & Events Center Recent Successful Bids and Contract Extensions

- Atlantic 10 Women's Basketball Championship (2024 – 2027); May 2025: extension through 2029 announced
- National Wheelchair Basketball Association National Championships (2024-2025)
- VCU Real Estate Trends Conference
- VHSL Girls Wrestling State Championship (2025)
- NXTPRO/Puma Basketball Tournament (2025 – 2027)
- American Cornhole League Amateur Series and Nationally Televised Pro Series Event including Celebrity Pro
- United States Youth Futsal National Championship (2026)
- Virginia Commonwealth Games (2026 – 2028)
- NCAA DIII Women's Volleyball National Championship (2027)

Source: Henrico Sports & Entertainment Authority

Sports Tourism Economic Impact

- 117% increase from 2012 to 2023



03

Strategies for Enhancement

Key Drivers

Opportunities for improving the study area and achieving the community's goals have been organized into four categories. The categories and opportunities were informed by the planning process and public engagement.

Economic Development

The study area's key location along Route 1 and Interstate 95, as well as its proximity to Richmond create potential for economic development opportunities. Finding balance between economic development and community preservation will be critical in coming years.

Mobility & Connectivity

The study area's connectivity is limited to a few main roadways and creating new connections is challenged by environmental constraints. Creating a more connected community is essential in meeting the County's comprehensive plan goals and the goals of those engaged during this planning process.

Access to Open Space

This was one of the most frequently raised topics in community feedback during this planning process. Access to open space may be related to the community's spoken desire for preserved open space. The study area currently has no public parks, but the iconic Fall Line Trail is under construction and will soon connect the study area to Richmond and beyond.

Land Use & Development

Recent development of large scale buildings in the study area has been seen as a radical change from the suburban, semi-rural landscape of recent decades. These are proof of the demand for new types of businesses in the study area, but this change must be managed accordingly to avoid disruption to existing residents and established neighborhoods.

Vision for Route 1 Gateway Area

> **"The Route 1 corridor will be an attractive gateway to Hanover County that serves the needs of surrounding residents and the Richmond region, with high-quality development and redevelopment that reflects the community's history and is respectful of established neighborhoods."**

Study Area Issues & Opportunities

Issues and opportunities analyses, often termed a SWOT analysis (Strengths, Weaknesses, Opportunities, Threats), is essential for strategic planning because it aligns internal capabilities with external market conditions. It enables communities to proactively address challenges, leverage growth opportunities, prioritize tasks, projects and resources, and make informed decisions, ensuring long-term success.

In summary, this analysis turns data into actionable, targeted plans, providing a comprehensive overview of the strategies and work plan to achieve the goals and objectives identified.

Strengths

- Location in the Richmond MSA
- Access to key transportation routes
- Market demand for economic development
- Policies that support economic development in this area

Weaknesses

- Aesthetic appearance of key corridors and properties
- Lack of consensus on character of growth and economic development
- Bicycle and pedestrian connectivity and roadway network

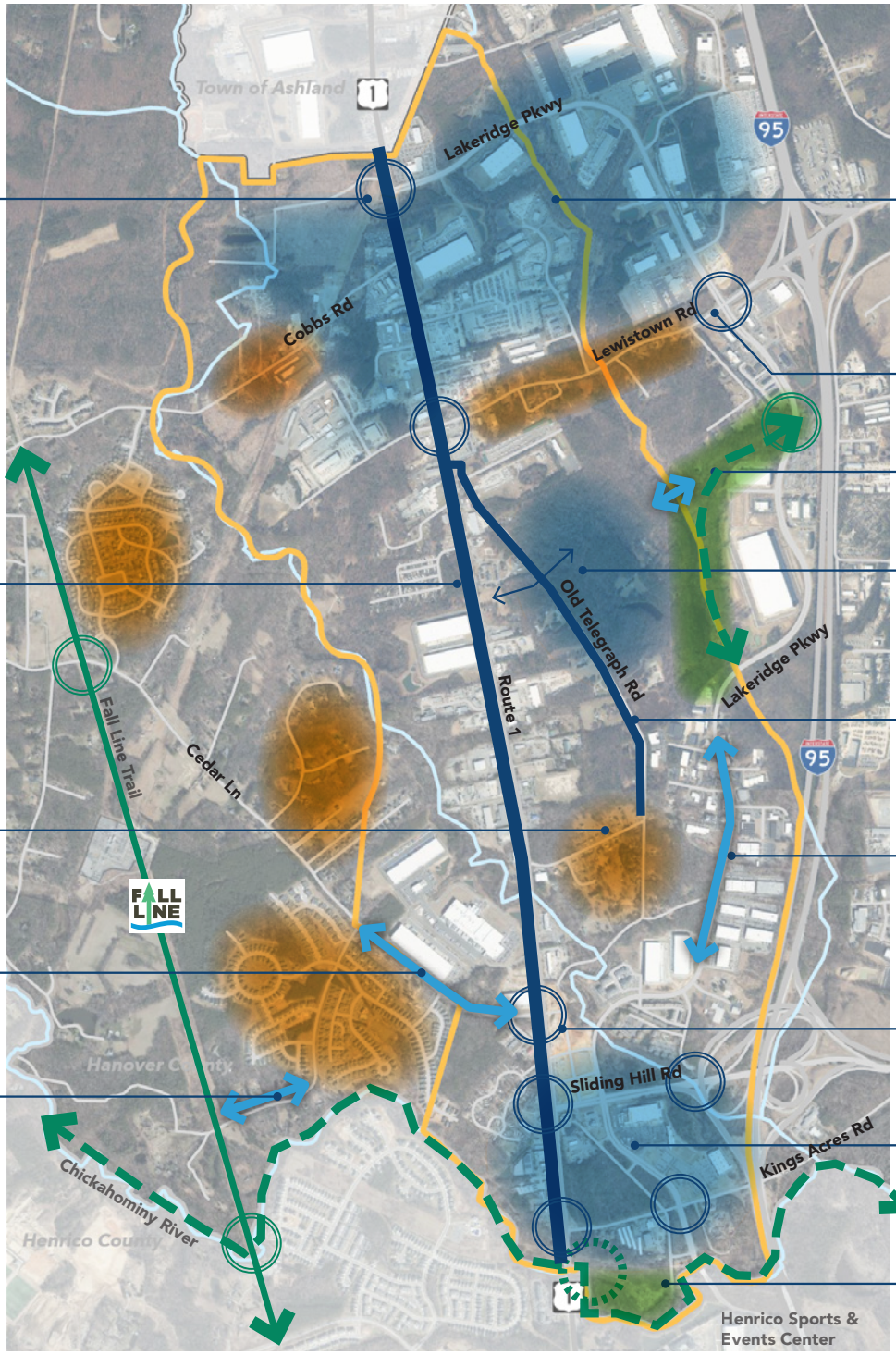
Opportunities

- Streetscape and aesthetic improvements
- Adding pedestrian and bike facilities and new roads
- Targeting strategic economic development and growth opportunities that fit with community character

Threats

- Lack of consensus causes lack of implementation
- Community opposition to key opportunities for improvement
- Lack of funding or staff to implement

Study Area Opportunities



Gateway intersection beautification

Route 1 streetscape improvements

Mitigate heavy truck & cut through traffic

Connect residents to retail center

Connect to Fall Line Trail

Development opportunity area

Gateway beautification, signage

Park & trails opportunity

Development opportunity area

Road improvements & new connections with redevelopment;

Expand bike & ped connections

Gateway intersection beautification

Development opportunity area

Create trails and public spaces along Chickahominy River

- Neighborhood protection & enhancement
- Potential development area
- Open space opportunity
- Gateway intersection improvement opportunity
- Pedestrian & bicycle connection opportunity
- Trail opportunity
- Trailhead opportunity

Economic Development

The Virginia Tech Center for Economic and Community Engagement (CECE) partnered with Hanover County Economic Development to conduct an economic and target industry cluster analysis. This analysis confirmed existing industry clusters in the County as well as the County's potential and suitability for emerging clusters based on industry needs, trends, and opportunities.

Existing Industry Clusters

The County has established industry clusters that contribute significantly to its economy.

Wholesale Trade

- Accounts for 23% of regional cluster employment.
- Experienced a 14% decline in employment over the last 5 years but expected to grow by 2% by 2027.
- Highest Gross Regional Product (GRP) of $933,979,392, making up 20.3% of the county's total GRP.
- Notable growth in beer and ale wholesaling (1728% increase) and construction machinery wholesaling (32% increase).

Transportation, Warehousing, and Logistical Services

- Job growth of 224% over the past five years, with a projected 23% increase by 2027.
- GRP of $266,270,387, constituting 5.8% of the County's total GRP.
- Significant growth in general warehousing (2,359% increase) and freight transportation arrangement (252% increase).

Advanced and Machinery Manufacturing:

- Accounts for 25.8% of advanced manufacturing employment in the Richmond MSA.
- GRP of $171,100,051, representing 3.7% of the County's GRP.

Emerging Industry Clusters in Hanover County

Hanover County is poised for growth in several emerging industry sectors.

Business Services and Professional, Scientific, and Technical Services

- Expected to grow in alignment with national trends.

Information Technology (IT), Computer Sciences, and Data Processing/Hosting

- Anticipated growth due to increasing demand for IT services.

Biological, Pharmaceutical, and Life Sciences

- Emerging cluster with potential for future concentration in the region.

Target Clusters for the Route 1 Study Area

Wholesale Trade and Warehousing

- Strong demand for this in the study area, but the community's opposition for large warehousing buildings and lack of large parcels to accommodate large buildings may provide challenges to growth.

Advanced and Machinery Manufacturing

- Lutron, Sonic Tools, Hanover Foils and EMSCO are all generally located in the study area and future growth of related industry types is expected.

Business Services; Professional, Scientific, and Technical Services; and Biological, Pharmaceutical, and Life Sciences

- Anton Paar, an international company located in the study area, provides scientific instruments, growing from $12 million to $70 million in revenue.
- Hosts the sole Anton Paar apprenticeship program, allowing high school students to gain paid training and an Associate's degree.

Tourism, Hospitality and Recreation

- Strong demand in the study area, as indicated by the recent hospitality study discussed in the following sections.

Hospitality and Tourism

Hanover County Economic Development Authority conducted a 2026 Hospitality Study that showed significant demand for hospitality and tourism related development in the Route 1 Gateway Small Area Plan study area. The study notes strong economic development potential related to the development of hospitality, conference center uses and supportive retail and entertainment uses that are also in demand.

The Route 1 and I-95 Corridor has some of the highest demand for hospitality in the Northern Richmond Regional Market, driven by two factors: Sports Tourism and Single Property Conferences.

Richmond Regional Tourism reports the following for Sports Tourism and Single-Property Conferences over the past three years:

Sports tourism

- Held an average of 118 events each year, increasing 13% year over year
- Averaged 455,000 spectators who spent an average of $232/day
- Contributed $427.4 million to the region

Single-Property Conferences

- Brought in an estimated $301 million in economic impact
- 246 were booked, but at least 131 were lost due to no available property in the market

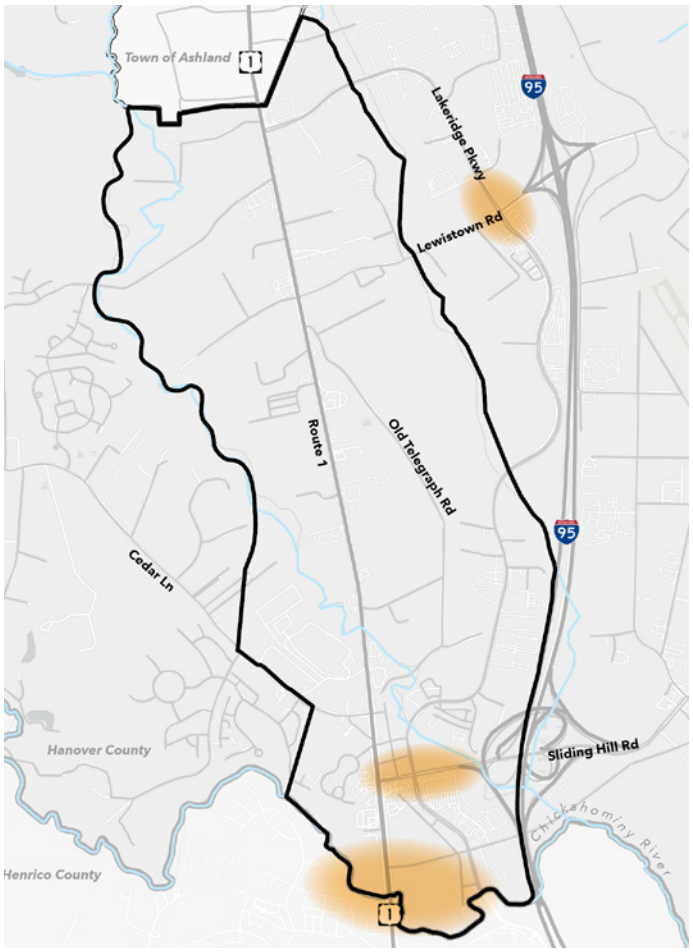
Hospitality and Tourism Opportunities in the Route 1 Area

Opportunity Areas

- Properties on south side of Kings Acres Road and across Route 1 on the west side
- Sliding Hill Road west of I-95
- Lewistown Road / Lakeridge Parkway area

Summary of Opportunities

- Overall opportunity for 500-750 hotel rooms
- Conference Center Hotel
- Upper Midscale to Upper Upscale hotels
- Hotel + Conference / District (Campus)
- Upscale, upper-midscale, and midscale hotels
- Conference and event spaces
- Outdoor venues (amphitheater)
- Integrated internal streetscape and plazas
- Multiple food and beverage tenant opportunities
- Entertainment or experiential tenants
- Event venues associated with hotels (e.g. weddings)
- Brewery, distillery concepts



Mobility & Connectivity

Overview

Mobility and connectivity strategies have been organized into three categories:

- **Roadway Network Strategies** - ways to create new road connections and improve the existing network
- **Pedestrian and Bicycle Network Strategies** - ways to create new pedestrian and bicycle connections and improve existing facilities; and
- **Roadway Design** - ways to improve existing roadways and envisioning new ones as "complete" streets that look great and function well

Roadway Network Opportunities

A Route 1 Improvements

- Short-term - Access management and aesthetic improvements at gateways
- Long-term - Convert Route 1 to a four-lane divided roadway with shared use paths, lighting and landscaping

B Connection Opportunities

- New connections provide mobility choices and can alleviate congestion on Route 1, but will be dependent on new development and not likely to be implemented by the County

C Intersections

- Intersection Safety Improvements

D Gateways

- Gateways are key entry points or intersections in the study area that have high visibility
- Beautification of these locations through landscaping, signage and public art can improve aesthetics and overall community pride in the study area

What We Heard

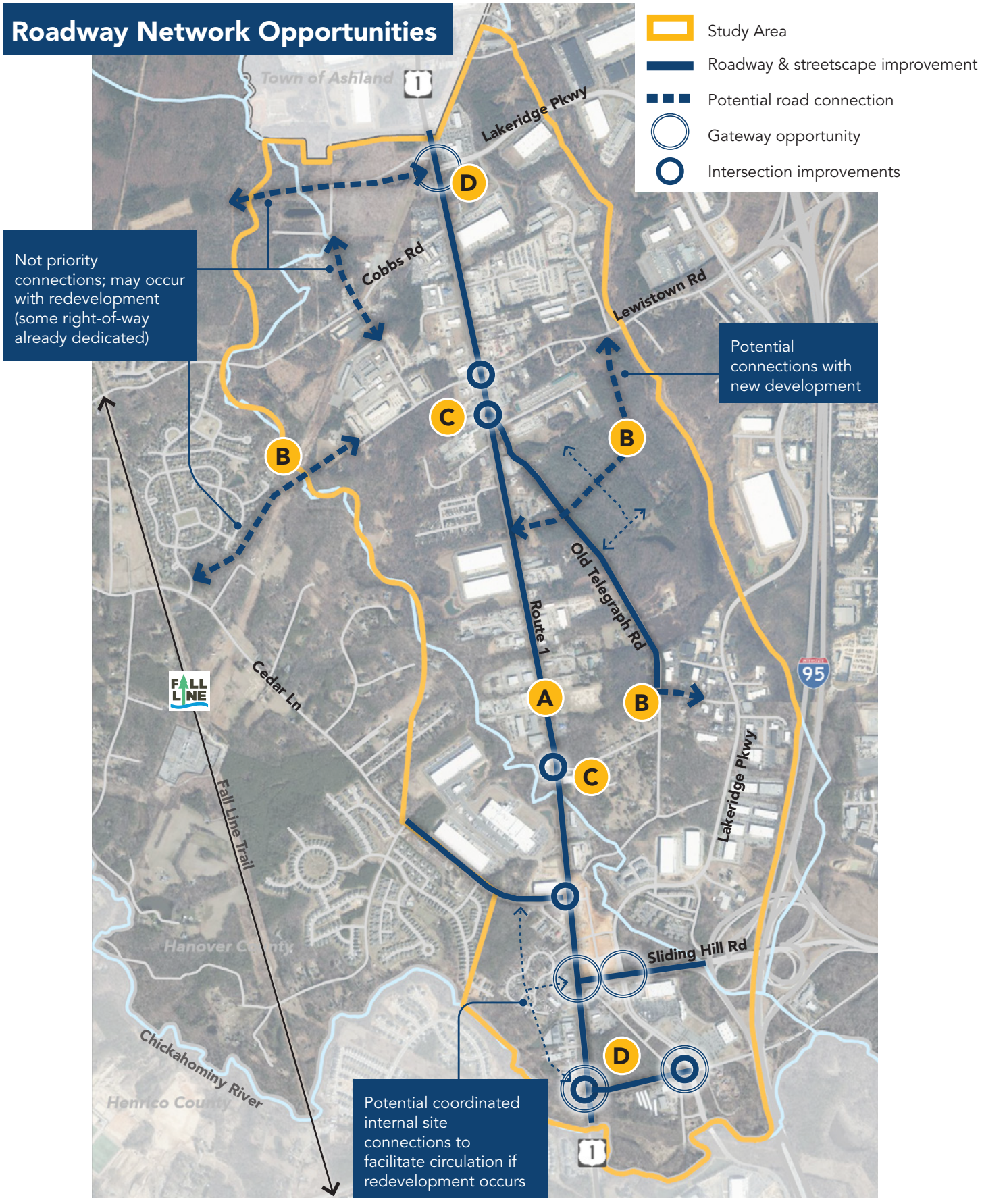
40% **want improved roadways and connectivity**

66% **want more sidewalks, trails, and bikeways**

Envision Hanover Comprehensive Plan Transportation Goal

Hanover County will provide an efficient, safe, and attractive multi-modal transportation network that accommodates the needs of residents, visitors, and businesses.

Roadway Network Opportunities



Connectivity

Currently, land uses in the area are almost completely reliant on Route 1 for transportation, with limited connection to other routes like Lewistown Road, Lakeridge Parkway, or Old Telegraph Road. This results in a concentration of traffic and trucks on Route 1, while also posing an obstacle to other growth opportunities. There is a need for new connecting routes in the study area, both parallel to Route 1 (north-south) and crossing routes running east-west. The construction of new routes can provide the following benefits:

- **Reduced dependence on Route 1:** Residential and business traffic can use new connections to spend less time on Route 1.
- **Improved safety and access management:** Greater access to alternate routes creates more opportunities for access management on Route 1, resulting in further improvement in safety. New connections reduce the number of turning movements on Route 1, which helps reduces the potential for crashes.
- **Reduced congestion and delay on Route 1:** As a direct result of parallel capacity to Route 1 and fewer turning movements.
- **Economic development opportunities:** Enhanced access to parcels on or near Route 1 makes these sites more attractive and valuable.
- **Community development opportunities:** Enhanced access, safety, and land value widens the range of possible development types, allowing development to meet the needs of the community (e.g., restaurants, grocery stores, parks, medical office).

Connections from Previous Plans

The Envision Hanover 2023 plan and Major Thoroughfare Plan recommend several new roadways. Input from the public and County officials through this Small Area Plan provided an opportunity to refine the concepts for future roadway construction, upgrades to existing roadways, and new connections. New connections would most likely be implemented through private development, if at all. Potential new routes and connections, subject to further study by the County and VDOT include:

- **Extension of Lewistown Road west to Cedar Lane:** This route would reduce delays at the intersection of Route 1 and Cedar Lane and could reduce vehicle-miles traveled (VMT) on Route 1.
- **Upgrade Old Telegraph Road and extend Old Keeton Road to Lakeridge Parkway:** By connecting to Lakeridge Parkway and upgrading Old Telegraph Road, this would provide a de-facto service road, reduce dependence on Route 1, and enhance development opportunities along Old Telegraph Road.
- **New north-south route from Lewistown Road to Johnson Road:** This route would provide another de-facto service road, reduce dependence on Route 1, and improve access to parcels on the west side of Route 1.
- **North-south connection from Lewistown Road to Old Telegraph Road:** This route would reduce dependence on Route 1, reduce travel distances, and improve access to Old Telegraph Road and other parcels.
- **Extension of Lakeridge Parkway west from Route 1 to Elmont Road:** This connection would provide access to Lakeridge Parkway from the west and reduce the need to use Cedar Lane and Route 1 for those trips. It may also support economic development of large tracts of currently undeveloped land west of Route 1 and north of Cobbs Road.

Lewistown Road Extension

Overview of the Lewistown Road Extension

- Part of Comprehensive Plan: Major Thoroughfare Plan Since 1972
- Right-of-Way Dedication Proffered with the Cedarlea Park Rezoning (1998)
- Right-of-Way Dedication (No Construction) Required per Proffer #10
- Right-of-Way Dedicated with Subdivision Plat Approval (2001)
- "Paper Street": Land Dedicated – Road Not Built

Long-Term Concept: Current Discussion on Relationship to U.S. Route 1

- Recommendation: Retain in the Major Thoroughfare Plan (Low Priority) as a long-term connection option, but additional community engagement at a later time would be necessary
- Potential Benefit: Would provide connectivity to Route 1 and I-95, as an alternate option to using Cedar Lane as the only current connection

Public feedback during this planning process was largely in opposition to this connection, with some stating that it would increase heavy truck traffic past the Cedarlea Park neighborhood. In general, most opposition to new connections seemed to be driven by the belief that they would result in increased traffic, heavy truck traffic and congestion on local roads.

New connections are needed in the study area, but community engagement to educate the public on their importance is necessary, as they are seen as ways to invite more traffic problems into residential areas as opposed to solving traffic problems.

Details of the Lewistown Road Extension proposed in the Major Thoroughfare Plan

Access Management

As noted previously, there is currently an over-proliferation of access points along Route 1 in the study area, as shown below. These accesses are mostly full movement, and in many cases are too close to other driveways or are poorly aligned with driveways on the opposite side of Route 1. This contributes to safety issues and crashes, especially in sections where a left turn lane is absent on Route 1. In addition, VDOT spacing standards (per the VDOT Driveway Manual) are generally not met.

A three-pronged approach is recommended to improve access management and safety along Route 1.

1. Where possible, existing driveways should be reviewed for access management strategies such as restricted movement, one-way movement, or full closure. This will be further developed as part of the VDOT AMP for Route 1.
2. New development sites along Route 1 should be subject to VDOT access management standards.
3. Cross access between adjacent sites is encouraged and sites with multiple access points should be required to consolidate driveways or restrict movements.

Medians and U-Turns

Key contributors to delays and crashes are 1) the lack of left turn lanes on Route 1 and 2) the lack of a center divider median. For approximately 60% of the 3.1-mile study corridor, Route 1 is a 4-lane undivided road, with no separation between opposite directions of travel and with no separate left-turn lanes. This means that left turns are made from the inside through lane, which causes delays and the potential for crashes when a left-turning vehicle must stop or slow down to make a left-turn. The following recommendations are given regarding the construction of left turn lanes and medians:

1. **Install center median along Route 1:** Medians can be either concrete or planted. The exact median width will be subject to right-of-way constraints, business impacts, topography, and other geometric constraints. Planted medians with grass, perennials, shrubs, and/or trees (sight lines permitting) add aesthetic appeal and create a sense of place. Even a narrow 2-to-3-foot concrete median can improve safety by preventing severe head-on crashes, reducing conflict points, and improving driver expectancy.
2. **Identify existing driveways for left turn restriction:** Collaboration between the public, County, and VDOT staff will be required to equitably determine which driveways to restrict to right in / right out and which driveways to retain full movement or left in, right in, right out movement. This decision process should consider driveway volumes, the availability of alternative access, interconnectivity, business impacts, crash history, and VDOT spacing standards.
3. **Provide left turn lanes and median breaks at designated locations:** A left turn lane is not strictly necessary along the entire length of Route 1, but only where left turn crossovers are maintained. At other locations, the median island can widen or remain narrow, depending on right-of-way availability.
4. **Provide u-turn bulbs at appropriate locations along Route 1:** A complement to left turn restriction is the provision of u-turn bulbs at designated locations, which can serve multiple driveways. If u-turn volumes are sufficiently high, they can be signalized (subject to VDOT approval). U-turn signals only stop one direction of the major street and only require two signal phases, therefore generating much less delay to the major street than a typical full movement signal. U-turns can be built at convenient locations where right-of-way is more easily obtainable.

Examples of multiple curb cuts per property and short driveway spacing along Route 1(Left: North of Lewistown Road, Middle: Near Comanche Lane, Right: South of Comanche Lane)

Intersection Improvement Examples

Example: Previous Design

Example: Improved Design

Intersection beautification is a low-cost, effective way to enhance safety and quality of life simultaneously. This tool can enhance pedestrian safety, reduce traffic speeds, and foster community pride. Implementing projects like landscaping, murals, and improved lighting can increase visibility for drivers, boost property values, promote economic development, and calm traffic.

Key benefits:

- **Improved Safety & Traffic Calming:** Decorative paving, planters, and public art (such as asphalt murals) make intersections more visible, slowing down traffic and lowering pedestrian accident rates.
- **Enhanced Pedestrian Experience:** Beautified, well-lit corners, and added greenery create a more welcoming environment for walkers and cyclists.
- **Community Identity & Pride:** Landscaping and local art can reflect the local culture and character, turning functional spaces into community focal points.
- **Economic & Environmental Value:** Improved aesthetics boost local business and foot traffic while green infrastructure (trees, shrubs) reduces urban heat islands and improves air quality.

Intersection landscaping and safety improvements

Recommendation

The County should seek to improve intersections noted on page 34 with features similar to those noted above. This will enhance aesthetics and safety of the corridor and support future bike and pedestrian improvements.

Gateway Improvements

Gateways are key components of urban design that are physical, visual, or structural landmarks—such as signage, landscaping, archways, or road narrowing—that mark the entrance to a distinct area, neighborhood, or city. They signify a transition in environment, often slowing traffic and enhancing civic identity.

Key Aspects of Gateways

Functions: They signal a change from high-speed roads to low-speed, pedestrian-oriented areas. They can create a "sense of arrival" and establish a unique identity for a district.

Design Elements: Common features include specialized lighting, public art, monument signs, distinct landscaping, and traffic-calming measures like curb extensions.

Safety & Traffic Calming: They are crucial for reducing vehicular speeds and prioritizing pedestrian movement at intersections and entrances to major destination areas.

Gateway Types for Route 1

Arrival Gateways: Large-scale entries on main roads with signage and landscaping.

Pedestrian Gateways: Focused on pedestrian-oriented environments and destinations.

Ceremonial Gateways: Designed for specific, significant locations.

Recommendation

The County should seek to improve the public right of way at gateways noted on page 34 with features similar to those noted above, which will greatly enhance the aesthetics and sense of place for the corridor.

Pedestrian and Bicycle Network Strategies

The study area generally lacks sidewalks and bike facilities making it difficult and unsafe to walk or bike. But, community-wide goals show strong desire for these facilities. The following strategies for new bike and pedestrian facilities are prioritized to provide access to and complement the Fall Line Trail, running from Town of Ashland to Henrico County.

A Route 1 Shared Use Paths

Install shared use paths along Route 1 as part of a major streetscape renewal project and eliminate or consolidate driveways (conflict points) where possible through access management strategies.

B Crossing Improvements

Signalized intersections are the preferred and safest crossing locations for pedestrians and cyclists. High-visibility crossings and signal phases should be installed.

C Cedar Lane Shared Use Path

Install a shared use path on Cedar Lane from Route 1 to Holly Hill Road to connect to the Fall Line Trail. Add signage and marked crossings along the path.

D Lakeridge Parkway Shared Use Path

Convert the existing sidewalk from Lewistown Road to Sycamore Drive into a shared use path as a first project phase. Subsequent extensions of the path southward would likely be achieved through future streetscape or widenings of the two-lane section of Lakeridge Parkway to a four-lane section from Sycamore Drive to the Henrico County line. Much of this segment is already four lanes with the exception of 1/2 mile portion near Sycamore Lane.

What We Heard

66% **want more sidewalks, trails, and bikeways**

Envision Hanover Comprehensive Plan Active Living Goal

Hanover County will strive to create healthy neighborhoods that provide safe, convenient, and comfortable options for active living for residents of all ages and abilities.

Envision Hanover Comprehensive Plan Active Living Objectives

AL.1: Support development of a regional trail network.

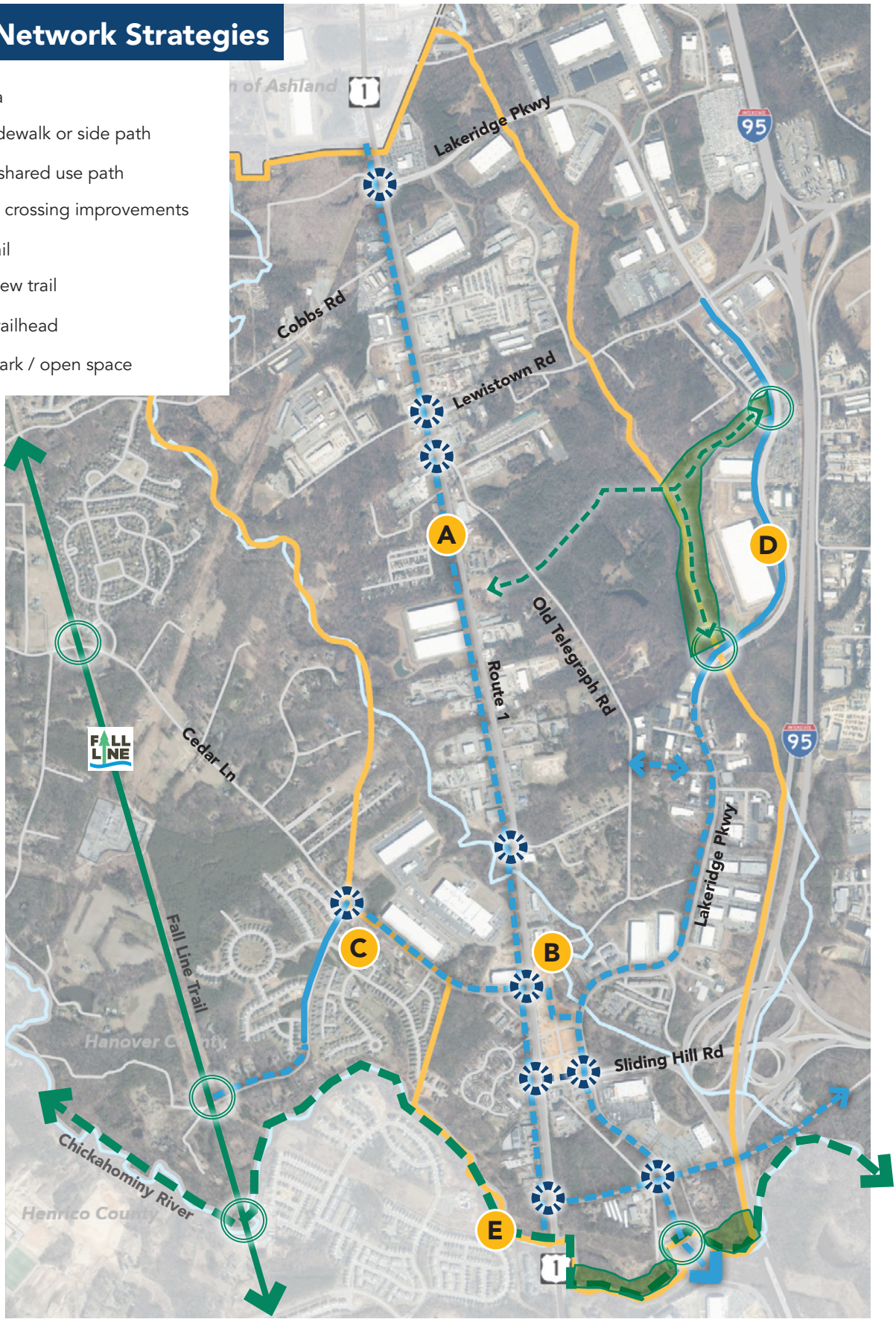
AL.2: Encourage the creation of a built environment which provides residents with opportunities for active living.

E Chickahominy River Trail Concept

Public feedback supported the idea of a future trail along the Chickahominy River. The County and partners should conduct a trail corridor study that further assesses the feasibility and potential alignments of such a facility.

Pedestrian Network Strategies

- Study Area
- Existing sidewalk or side path
- Proposed shared use path
- Pedestrian crossing improvements
- Existing trail
- Potential new trail
- Potential trailhead
- Potential park / open space



Roadway Design

Improving roadway design is a critical method to achieve many of the community's goals and aspirations expressed in engagement conducted during this planning process and which align with those adopted in the 2023 Envision Hanover Comprehensive Plan.

Implementing improvements to the design of existing roadways can be a lengthy and costly process that may take five to ten years or longer from inception to completion of construction. Therefore, the sooner the County can begin the process with VDOT to improve roadways, the sooner it can meet community expectations for roadway improvements and support economic development goals. Improvements to segments of roadways, intersection and streetscapes can be achieved through development requirements, but this occurs in a piecemeal fashion creating segments of improved streetscape adjacent to segments of unimproved streetscape.

Goals

- Improved Safety + Aesthetics
- Improving Connectivity: Adding Sidewalks + Trails

What We Heard

92% **think landscaping along road frontages is important**

59% **said traffic congestion was a weakness for the area**

Envision Hanover Comprehensive Plan Active Living Objectives

AL.1: Support development of a regional trail network.

AL.2: Encourage the creation of a built environment which provides residents with opportunities for active living.

Roadway Improvement Strategies

Street Trees and Landscaping

These design features not only improve streets aesthetically, but they can provide added comfort and safety for pedestrians by providing separation from the travelway.

Shared Use Paths

Shared use paths (SUPs) can attract more cyclists than bike lanes due to physical separation and greater safety. Given the relatively high speeds and presence of trucks on Route 1, an SUP is a safer option than bike lanes. SUPs are less prone to accumulating debris and hazardous or sharp objects than bike lanes due to physical separation from the roadway. SUPs provide a more efficient use of right-of-way than separate bike lanes and sidewalk.

Reducing Conflict Points

Driveways represent a conflict point and an interruption to the shared-use path, and should therefore be reduced or consolidated where possible. New rear accesses to businesses along Route 1 should be provided where possible to compensate for driveway reduction along Route 1.

Improvements Through Development Standards

New developments and redeveloping sites in the study area should be required to construct appropriate pedestrian and bicycle facilities along their frontage.

Route 1

Route 1 is the primary corridor in the study area and is responsible for most north-south connectivity. It is primarily a four-lane undivided section without curb and gutter or sidewalks, but it has been widened to six-lanes with a two-way left turn lane at the southern edge of the study area. Widening to 4 lane divided will likely require right-of-way and cause property impacts. Widening to 6 lanes divided per the currently adopted design will require more extensive property impacts and raise costs. Consideration should be given to whether 6 lanes is necessary and if 4 lanes is more appropriate for the context and character of the study area.

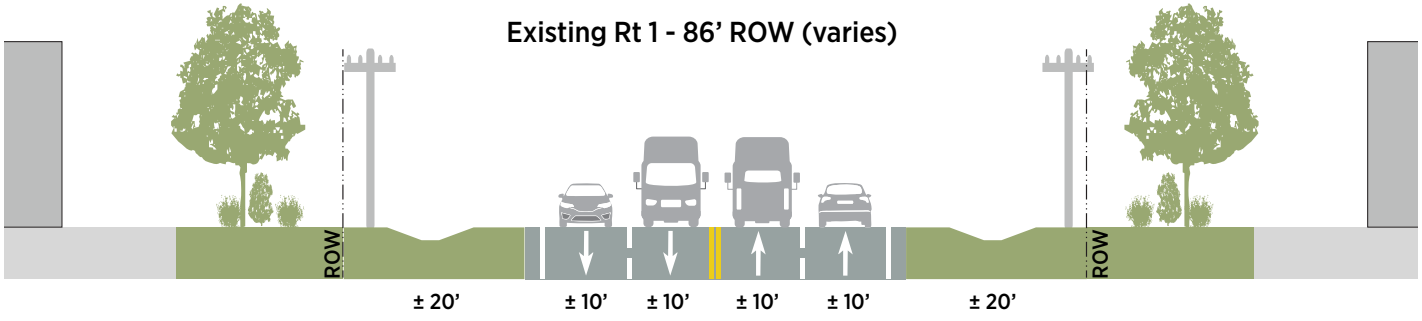
- Envision Hanover Comprehensive Plan Recommendation: Major Arterial (6 lanes w/ median) with 140 ft ROW
- Alternative Concept Proposed: 4 lane divided with center median and pocket left turn lanes with ~110ft ROW

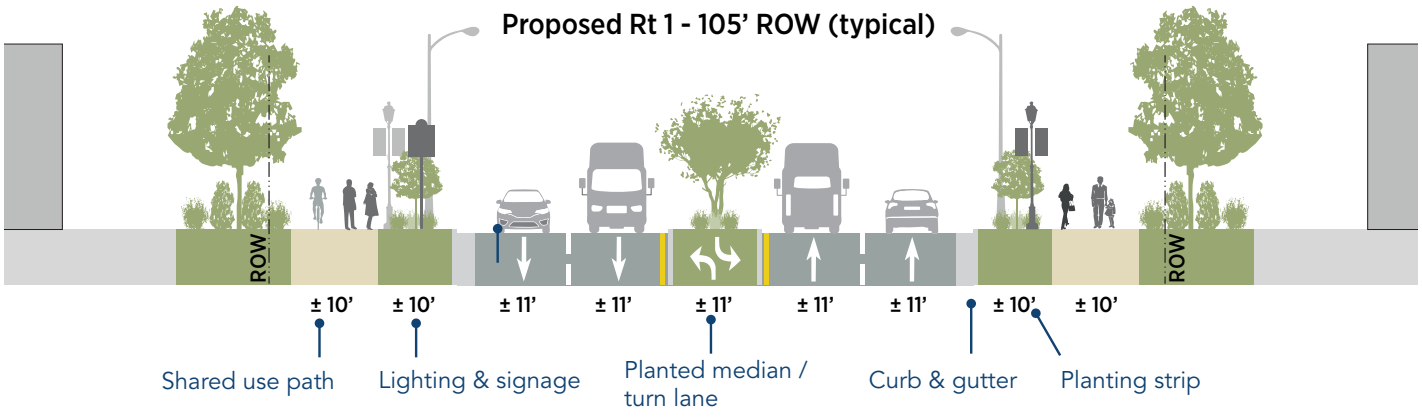
What We Heard

66% **want more sidewalks, trails, and bikeways**

62% **said appearance & aesthetics were a weakness**

Existing Route 1





Route 1 Intersection Evaluation

The following is an evaluation of existing intersections along Route 1, from north to south, with potential concerns identified. Overall, the main concerns to be addressed at intersections along the corridor include safety improvement, access management and conflict point reduction, preserving capacity / reducing delay, and accommodating both planned and potential growth.

- **Route 1 at Lakeridge Parkway:** This three-leg intersection (T-intersection) is equipped with left and right turn lanes on Route 1 and separate left- and right-turn lanes on Lakeridge Parkway. There is additional pavement on Lakeridge Parkway between the left- and right-turn lanes, presumably to provide capacity for future widening in the event of traffic signal installation. Approximately 8 crashes were reported from 2017 to 2025, 4 of which involved injuries.
- **Route 1 at Cobbs Road:** Although a right turn lane is present on Route 1, there is no left-turn lane. This contributes to the potential for crashes. Approximately 13 crashes were reported from 2017 to 2025, 7 of which included injuries. The non-perpendicular angle of the intersection may contribute to delays and safety issues.
- **Route 1 at Lewistown Road:** This is the northernmost of four signalized intersections on the study corridor. Left-turn lanes are present in both directions of Route 1. This intersection may experience high delays and capacity issues due to its full-movement configuration, limited side-street capacity, and traffic rerouting from I-95. Approximately 24 crashes were reported from 2017 to 2025, 12 of which involved injuries. There are driveways located less than 100 feet from the intersection, which contribute to operational issues and the potential for crashes.
- **Route 1 at Old Telegraph Road:** This tee-intersection has a 'phantom' left-turn lane, consisting of a transitional median that is only 8 to 9 feet wide. This may create the illusion of a refuge area for left turns, which is too narrow to safely accommodate left-turns. Additionally, there are driveways located approximately 100 feet from the intersection. Approximately 5 crashes were reported, 3 of which involved injuries.
- **Route 1 at Comanche Lane:** This road serves several dozen mobile homes as well as recreational vehicle parking. No left-turn lane is present on Route 1, and there are multiple driveways located within 100 to 200 feet of the intersection. 8 crashes were reported, including 1 fatality (sideswipe) and 3 non-fatal injury crashes.
- **Route 1 at Old Keeton Road:** This intersection lacks a left-turn lane on Route 1, and there is a driveway directly across from Old Keeton Road, which increases the number of conflicting movements. An embankment on the southeast corner of the intersection and vertical curvature on Route 1 hinders sight distance for those exiting from Old Keeton Road. Approximately 4 crashes were reported, including one injury crash.
- **Route 1 at Cedar Lane:** At the time of this study, construction was underway at this signalized intersection to add a fourth leg on the east side, which will serve the Stony Run commercial development. There is the potential for additional delays and capacity issues due to new development traffic and signal modification. Additionally, Cedar Lane is constrained to two exit lanes. Approximately 15 crashes were reported from 2017 to 2025, including 4 injury crashes.

- **Route 1 at Sliding Hill Road:** Sliding Hill Road has the highest volume (21,000 vehicles per day) of any intersecting street in the study area. This is the most critical signalized intersection on the corridor, due to the high volume on both intersecting routes and its location between two signals. New development traffic, particularly due to the Stony Run site, could result in additional delays and capacity issues. The capacity of the dual southbound left turn lanes will be tested by future traffic growth. If these left-turn lanes experience excessive queues (more than approximately 350 feet), queues could block the through lanes and queue northbound to the signal at Cedar Lane, located only 1,350 feet to the north. Approximately 34 crashes were reported from 2017 to 2025, including 12 injury crashes.
- **Route 1 at Kings Acres Road**: This is the southernmost of four signalized intersections on the study corridor. The Telegraph Commons commercial development is planned on the northeast corner of the intersection, and has the potential to increase delays at the intersection. There is a stub-out on the west side of the intersection, which could ultimately become a fully functional fourth leg at such time as development occurs. Approximately 14 crashes were reported from 2017 to 2025, including a fatality (fixed object struck) and 5 non-fatal injury crashes.

Select Design Considerations for Route 1

Medians and U-Turns

Key contributors to delays and crashes are 1) the lack of left-turn lanes on Route 1 and 2) the lack of a center divider median. For approximately 60% of the 3.1-mile study corridor, Route 1 is a 4-lane undivided road, with no separation between opposite direction of travel and with no separate left-turn lanes. This means that left-turns are made from the inside through lane, which causes delays and the potential for crashes when a left-turning vehicle must stop or slow down to make a left-turn. The following recommendations are given regarding the construction of left-turn lanes and medians:

- **Install center median along Route 1:** Medians can be either concrete or planted. The exact median width will be subject to right-of-way constraints, business impacts, topography, and other geometric constraints. Planted medians with grass, perennials, shrubs, and/or trees (sight lines permitting) add aesthetic appeal and create a sense of place. Even a narrow 2-to-3-foot concrete median can improve safety by preventing severe head-on crashes, reducing conflict points, and improving driver expectancy.
- **Identify existing driveways for left-turn restriction:** Collaboration between the public, County, and VDOT staff will be required to equitably determine which driveways to restrict to right-in / right-out and which driveways to retain full movement or left-in, right-in, right-out movement. This decision process should consider driveway volumes, the availability of alternative access, interconnectivity, business impacts, crash history, and VDOT spacing standards.
- **Provide left-turn lanes and median breaks at designated locations:** A left-turn lane is not strictly necessary along the entire length of Route 1, but only where left-turn crossovers are maintained. At other locations, the median island can widen or remain narrow, depending on right-of-way availability.
- **Provide u-turn bulbs at appropriate locations along Route 1:** A complement to left-turn restriction is the provision of u-turn bulbs at designated locations, which can serve multiple driveways. If u-turn volumes are sufficiently high, they can be signalized (subject to VDOT approval). U-turn signals only stop one direction of the major street and only require two signal phases, which generates much less delay on the major street than a typical full movement signal. U-turns can be built at convenient locations where right-of-way is more easily obtainable.

Potential New Traffic Signals

Consideration was given to the potential for new traffic signals along Route 1 primarily with a focus on potential safety improvements. In general, any proposed signals on Route 1 will be subject to critical evaluation by VDOT given the importance of Route 1 for regional and statewide travel and its classification as part of the Arterial Preservation Network. Traffic signals increase delay on the mainline direction. Therefore, caution must be taken to avoid adding significant delay to Route 1. However, signalization may be prudent under the following circumstances:

- When a signal serves a significant parallel or cross route which provides capacity relief to Route 1.
- When a signal serves a new connection which consolidates access to many parcels that would otherwise require access to Route 1, thereby eliminating turning movements and improving safety on Route 1.
- When a signal has a reduced number of phases, such as an RCUT or Thru-Cut design, which adds less delay than a typical full-movement signal.
- When a signal mitigates a recurring crash pattern, in addition to providing other travel-related benefits noted above.

Based on the connectivity-related discussion and recommendations herein, potential locations for consideration of a signal may include:

- **Lakeridge Parkway:** subject to further development along Lakeridge Parkway, and potential redevelopment on the west side of Route 1 at Lakeridge Parkway; possibly a limited-movement signal.
- **U-turn signals:** in the event of a Restricted Crossing U-turn (RCUT) design.

Lakeridge Parkway

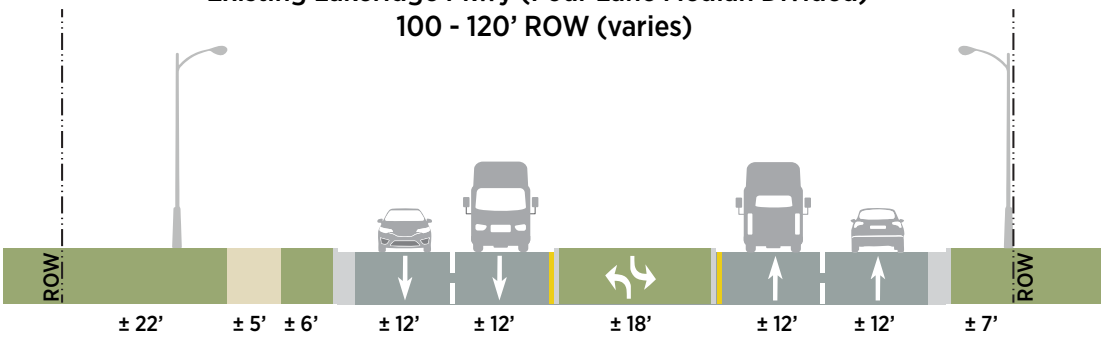
Lakeridge Parkway is one of the only major north-south connectors through the study area in addition to Route 1. The southern portion is a two-lane road that transitions to a four-lane divided road near Bass Pro Shops. This corridor connects residents and businesses to each other and major destinations in the study area.

- Envision Hanover Comprehensive Plan Recommendation: Major Collector (4 lanes w/ median) 120 ft ROW
- Proposed Design: 4 lanes, median divided, with shared use path on one side and sidewalk on the other side; add trees and landscaping in median and planting strips.
- The 1/2 mile long section from Sycamore Drive to Stony Run Lane that is only two lanes is recommended by the Comprehensive Plan to have the same cross section as the rest of the corridor, so widening would be needed to achieve that.

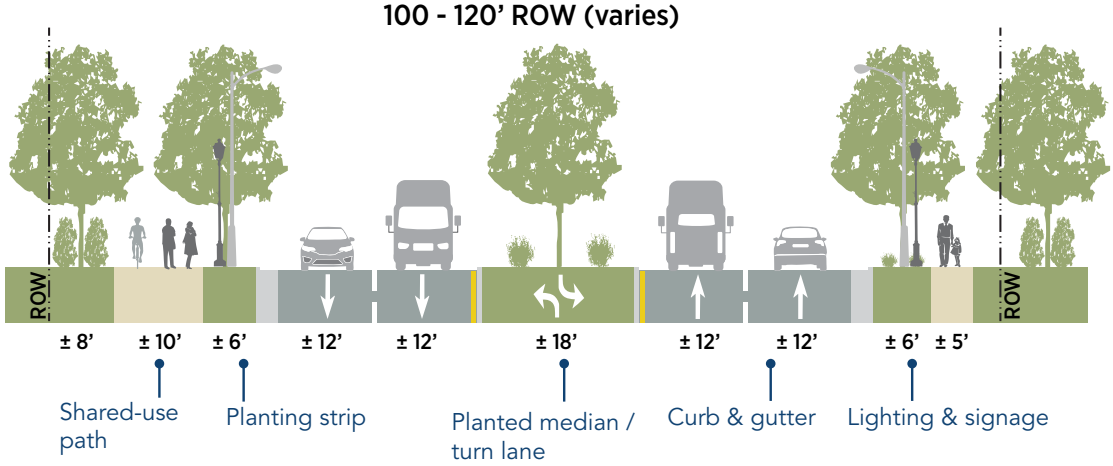
Lakeridge Parkway, four lane section

Lakeridge Parkway, two lane section

Existing Lakeridge Pkwy (Four Lane Median Divided)
100 - 120' ROW (varies)



Proposed Lakeridge Pkwy
100 - 120' ROW (varies)

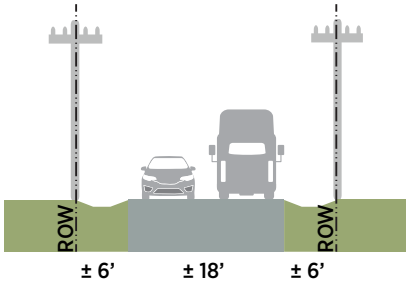


Old Telegraph Road

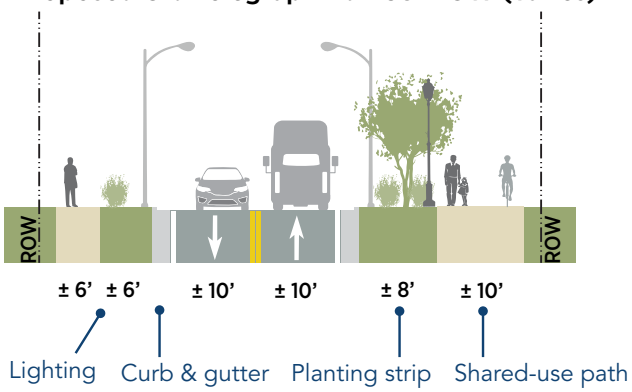
Old Telegraph Road is a narrow rural road that generally runs parallel to Route 1. It has no curb and gutter and has large lot rural residential land uses.

- Envision Hanover Comprehensive Plan Recommendation: N/A
- Proposed Design: 2 lanes with a shared use path and sidewalk, lighting and street trees.

Existing Old Telegraph Rd - 30' ROW (varies)



Proposed Old Telegraph Rd - 58' ROW (varies)

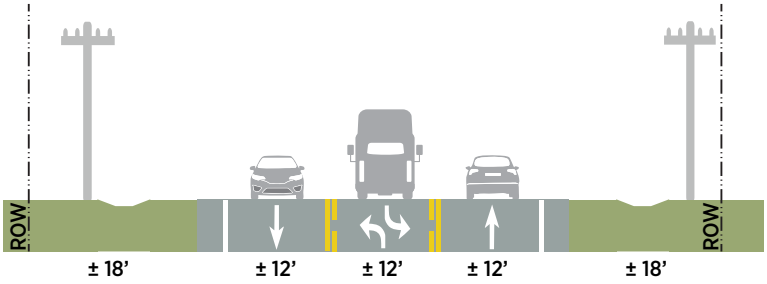


Cedar Lane

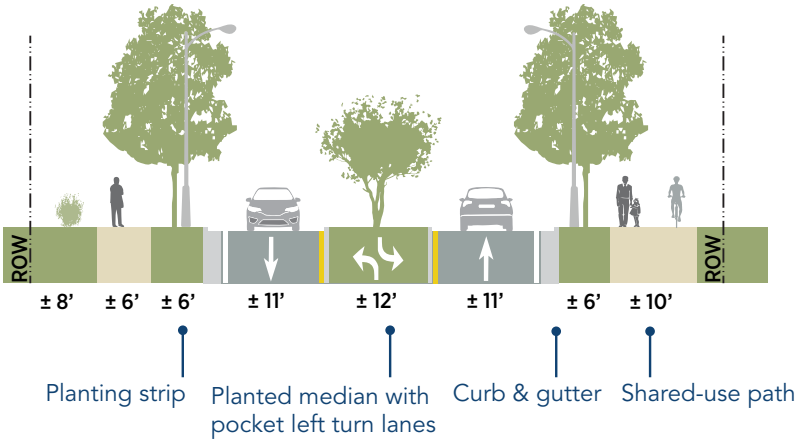
Cedar Lane connects neighborhoods and a few businesses to Route 1 and newly developing retail destinations. It has been widened to a three-lane section near Route 1, but is two-lane undivided beyond.

- Envision Hanover Comprehensive Plan Recommendation: Per adopted plans - Major Collector (4 lanes w/ median) 120 ft ROW.
- Proposed Design: 2 lanes median divided with pocket left-turn lanes, landscaping, and pedestrian facilities.
- Current average daily traffic volumes are approximately 5,000. A two lane divided roadway is designed to accommodate approximately 15,000-18,000 vehicles per day and more in some cases, which is sufficient to accommodate current and future estimated volumes on Cedar Lane. So, a four lane roadway is not necessary.

Existing Cedar Ln - Rt 1 to Holly Hill Rd
50’ - 112’ ROW (varies)



Proposed Cedar Ln - Rt 1 to Holly Hill Rd
80’ ROW (varies)



Open Space

Strategies

The recent Hanover County Parks & Recreation Master Plan recommended a new public park on the County-owned land on Lakeridge Parkway. Additional open space strategies seek to enhance access to the Fall Line Trail and create a potential Chickahominy River Trail. Flood prone areas along the Chickahominy River can be leveraged as future open spaces as well.

A **New Public Park**

- Trails and natural open spaces with a small parking area including bicycle parking

B **Lakeridge Parkway Shared Use Path**

- Expand the sidewalk to a shared use path

C **Fall Line Trail Trailhead**

- Establish a trailhead where the Fall Line Trail intersects Holly Hill Road and/or Cedar Lane
- Include bicycle and vehicular parking, wayfinding signage and other amenities
- Ensure buffering and screening from adjacent residential homes

D **Potential Open Spaces Near the Chickahominy River**

- Redevelopment opportunities near the Chickahominy River should provide access to the river and scenic natural areas by incorporating public open space into new development

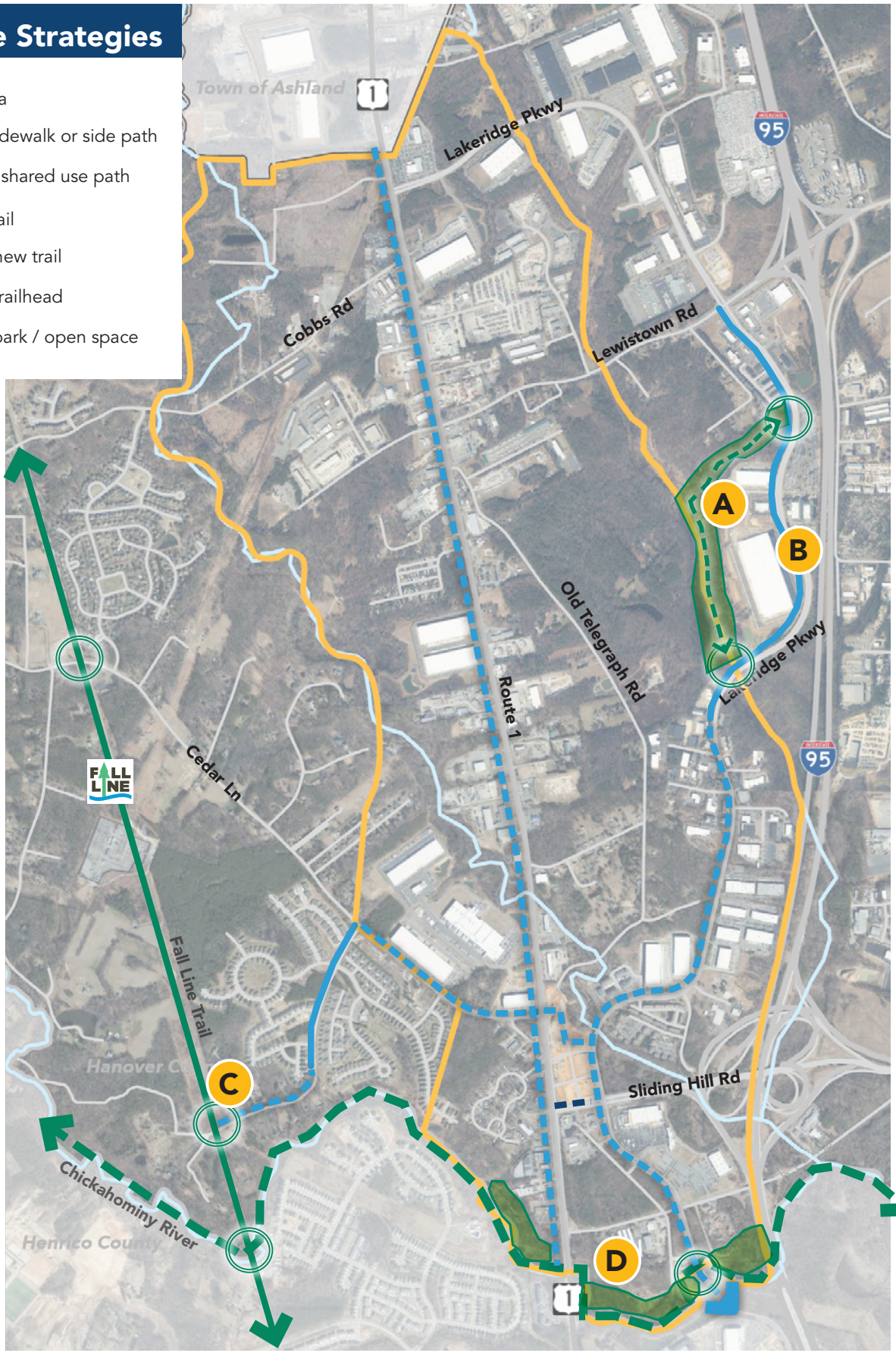
What We Heard

60% **want more parks and recreational opportunities**

69% **think natural open space is important**

Open Space Strategies

- Study Area
- Existing sidewalk or side path
- Proposed shared use path
- Existing trail
- Potential new trail
- Potential trailhead
- Potential park / open space



Open Space Opportunity: County-Owned Property

The recent Hanover County Parks and Recreation Master Plan recommends a public park in this location. The County-owned land area is approximately 40 acres, with several areas challenged by steep terrain or prone to flooding. Still, there is potential for a public park that would provide community benefits. The following concept considers the potential for a Nature Park leveraging the environmental features, but providing some public access through trails.

A **Trailhead and Park Entrance**

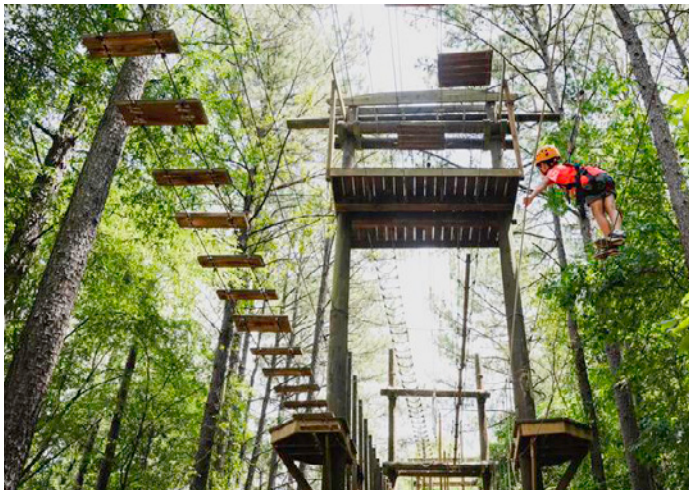
- Small parking area, including bicycle parking
- Potential for small building with restrooms, water fountains

B **Open Green**

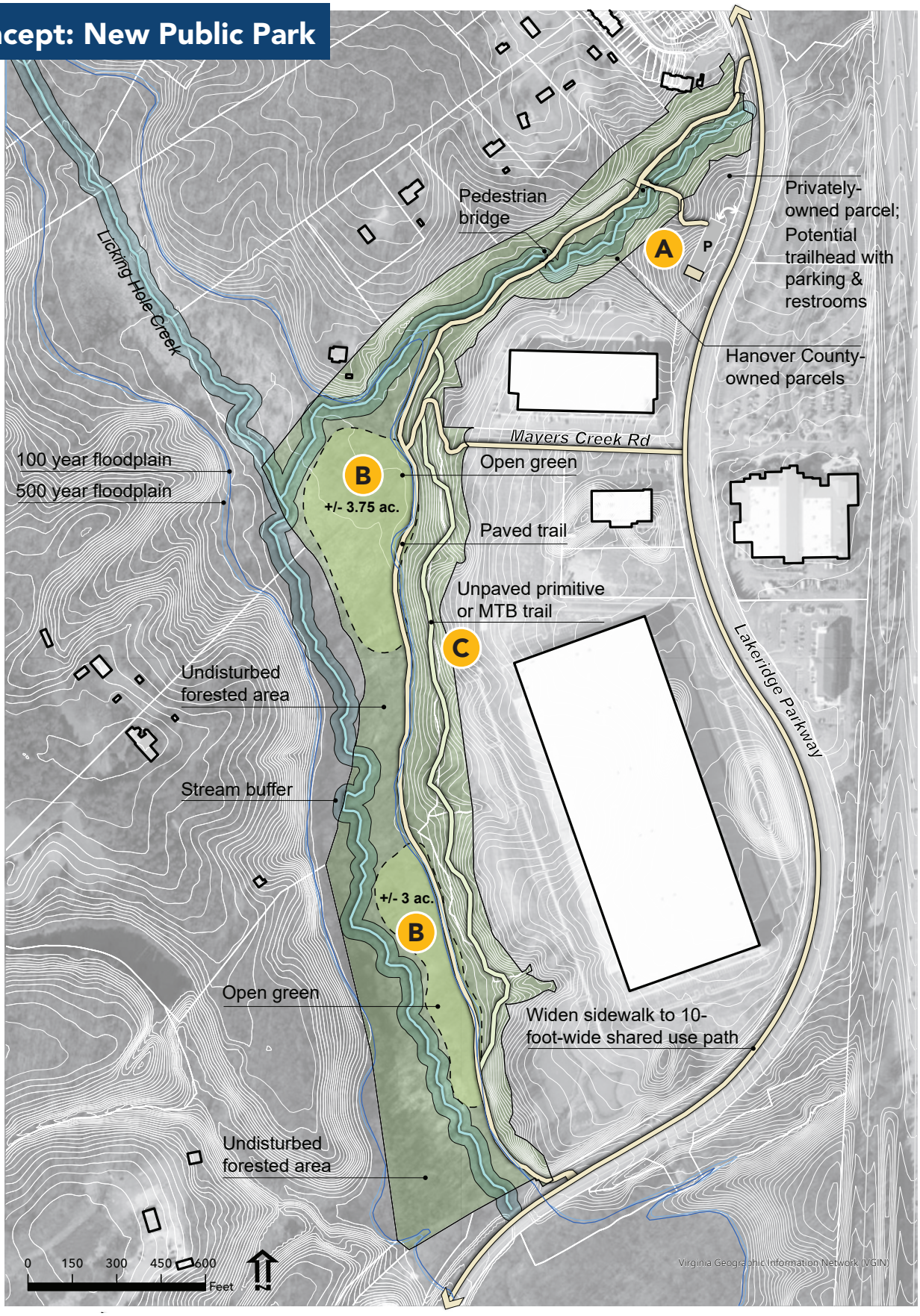
- Areas that can be enjoyed and accessed, but encumbered by floodplain, so limited uses
- Opportunity for trails, open lawns, or natural prairie condition

C **Wooded Areas**

- Preserve wooded areas and leverage for certain activities like zip lines, ropes course, trails
- Opportunity for small mountain bike or hiking trails on sloped terrain, paved trails in flat areas



Concept: New Public Park



Open Space Opportunities Along the Chickahominy River

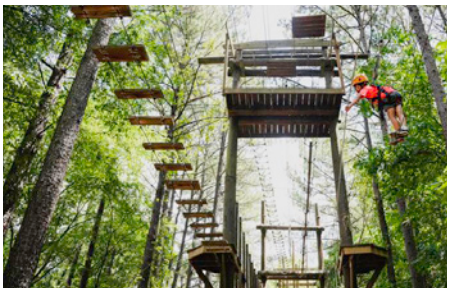
A Open Space Within Flood Zones

- Areas encumbered by steep slopes and floodplain
- Opportunity for trails or parking usage; no structures

Source: turnto10.com

B Open Space Outside Flood Zones

- Flat, not encumbered by steep slopes and floodplain
- Opportunity for gathering spaces, structures
- Connections to existing or new development
- Synergies between trails, open space and destinations or activity centers



C Potential trail along Chickahominy River

- Recommended in Envision Hanover
- Could connect to Fall Line Trail and other destinations
- Opportunity for open spaces and trailheads along the alignment
- See Design Guidelines, Shared Use Paths & Greenways for typical trail section

Concept Open Space Opportunity Along the Chickahominy River

The area is bound by Kings Acres Road, Lakeridge Parkway, Route 1 and the Chickahominy River. It is well-positioned for redevelopment with hospitality and entertainment uses and is close to the Henrico Sports & Events Center.

Flood-prone areas
Steep slopes
Open space opportunity
Trail opportunity

1. +/- 4 acres flat, outside flood-prone areas
2. +/- 10 acres, encumbered by flood zones and/or steep slopes
3. Potential Chickahominy River Trail
4. Shared use path connecting Chickahominy River Trail to Virginia Commons and Henrico Sports & Events Center
5. Potential vehicular connections across easement to access public open space and trail; potential parking areas within easement
6. Trail connection to nearby entertainment & tourism destinations
7. Potential mixed use hospitality & tourism redevelopment area

Land Use & Development

Improving Existing Development

Across the country, communities have developed ordinances and design guidelines to encourage the construction of attractive commercial buildings and well-planned sites in their jurisdictions. However, these regulations often do not apply to existing commercial properties. Some ways to improve the appearance of existing development (e.g., paving parking lots, adding parking lighting, landscaping, fencing to screen storage areas, facade improvements, and programs to fund these improvements) are illustrated below.

Renovated metal industrial building with greenspace incorporated into the entrance in Addison, Texas.

Example of a legacy commercial property renovation in Carrollton, Texas funded by a City's Retail Rehab and Renovation Grant Program.

Façade & Frontage Improvements

Some communities have developed façade or property improvement and beautification grant programs to encourage owners of older properties to make needed aesthetic improvements to their properties. While these types of programs are typically found within cities, county governments are beginning to implement façade grant programs along older commercial corridors where legacy commercial properties need to improve their appearance. Henrico County and York County are two examples of county governments in Virginia that have implemented façade grant programs as highlighted below.

York County Facade Improvement Grant Program

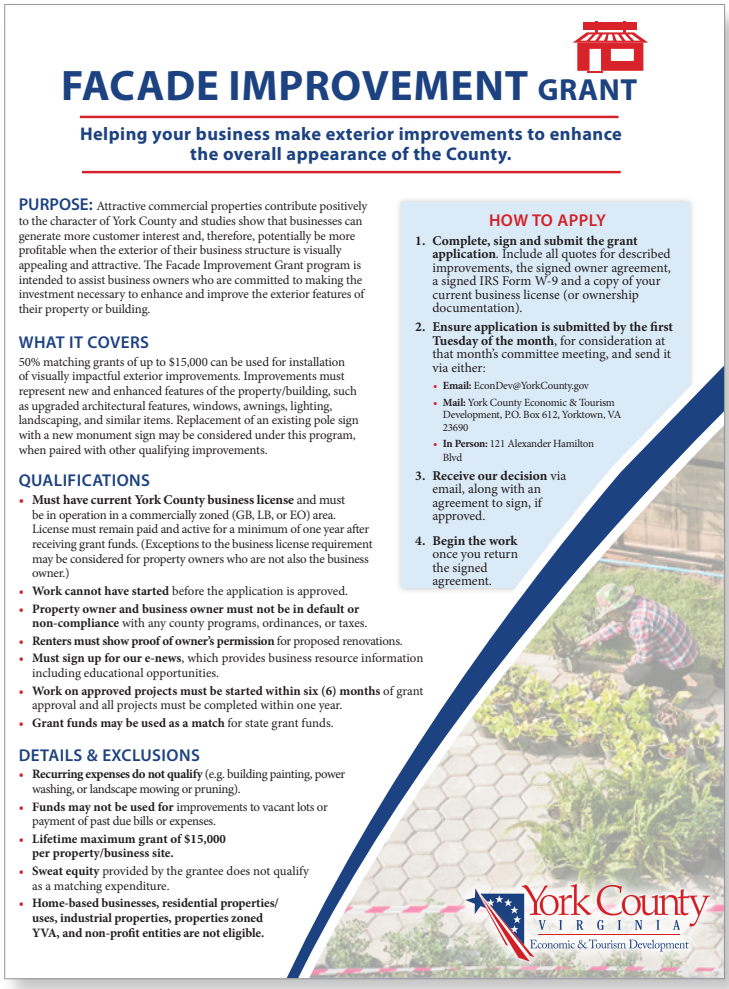
- Purpose – Assist business owners who are committed to making the investment necessary to enhance and improve the exterior features of their property or building.
- Types of Improvements – Upgraded architectural features, windows, awnings, lighting, landscaping, and signage.
- Funding – 50% matching grants up to $15,000.

Link to program information

Henrico County Building Facade Grant Program

- Purpose – Encourage the renovation of properties in the County's Enterprise Zone to enhance the commercial corridors as appealing places where people will want to shop and conduct business.
- Eligible Improvements – May be used to correct code violations or deficiencies and must include building façade improvements. The County requires participation in the County's Design Assistance Program, which utilizes an architect hired by the County.
- Funding – Source of funding is from the Community Development Block Grant funds and is limited to 33% of the total exterior renovations costs plus interior code violation costs or $50,000, whichever is lower.
- Related Programs - The County offers landscaping and parking lot paving grants.

Link to program information



FACADE IMPROVEMENT GRANT

Helping your business make exterior improvements to enhance the overall appearance of the County.

PURPOSE: Attractive commercial properties contribute positively to the character of York County and studies show that businesses can generate more customer interest and, therefore, potentially be more profitable when the exterior of their business structure is visually appealing and attractive. The Facade Improvement Grant program is intended to assist business owners who are committed to making the investment necessary to enhance and improve the exterior features of their property or building.

WHAT IT COVERS

50% matching grants of up to $15,000 can be used for installation of visually impactful exterior improvements. Improvements must represent new and enhanced features of the property/building, such as upgraded architectural features, windows, awnings, lighting, landscaping, and similar items. Replacement of an existing pole sign with a new monument sign may be considered under this program, when paired with other qualifying improvements.

QUALIFICATIONS

- **Must have current York County business license** and must be in operation in a commercially zoned (GB, LB, or EO) area. License must remain paid and active for a minimum of one year after receiving grant funds. (Exceptions to the business license requirement may be considered for property owners who are not also the business owner.)
- **Work cannot have started** before the application is approved.
- **Property owner and business owner must not be in default or non-compliance** with any county programs, ordinances, or taxes.
- **Renters must show proof of owner's permission** for proposed renovations.
- **Must sign up for our e-news**, which provides business resource information including educational opportunities.
- **Work on approved projects must be started within six (6) months** of grant approval and all projects must be completed within one year.
- **Grant funds may be used as a match** for state grant funds.

DETAILS & EXCLUSIONS

- **Recurring expenses do not qualify** (e.g. building painting, power washing, or landscape mowing or pruning).
- **Funds may not be used for** improvements to vacant lots or payment of past due bills or expenses.
- **Lifetime maximum grant of $15,000 per property/business site.**
- **Sweat equity** provided by the grantee does not qualify as a matching expenditure.
- **Home-based businesses, residential properties/ uses, industrial properties, properties zoned YVA, and non-profit entities are not eligible.**

HOW TO APPLY

1. **Complete, sign and submit the grant application**. Include all quotes for described improvements, the signed owner agreement, a signed IRS Form W-9 and a copy of your current business license (or ownership documentation).
2. **Ensure application is submitted by the first Tuesday of the month**, for consideration at that month's committee meeting, and send it via either:
   - **Email:** EconDev@YorkCounty.gov
   - **Mail:** York County Economic & Tourism Development, P.O. Box 612, Yorktown, VA 23690
   - **In Person:** 121 Alexander Hamilton Blvd
3. **Receive our decision** via email, along with an agreement to sign, if approved.
4. **Begin the work** once you return the signed agreement.

York County VIRGINIA Economic & Tourism Development

Example program flyer for Facade Grant Program. Source: York County, VA Economic & Tourism Development

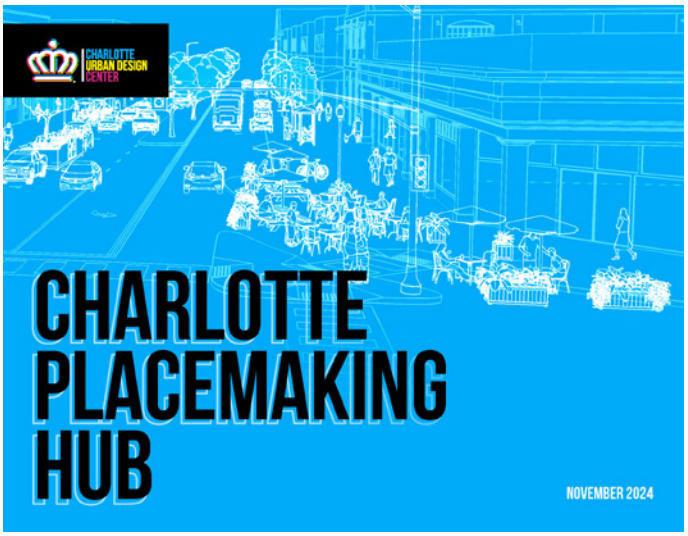
Additional Resource Links

- Commercial Corridor Program (Norfolk, VA)
- Façade Improvement Grant (Chesapeake, VA)
- Arts and Cultural District Incentive Zone (Richmond, VA)

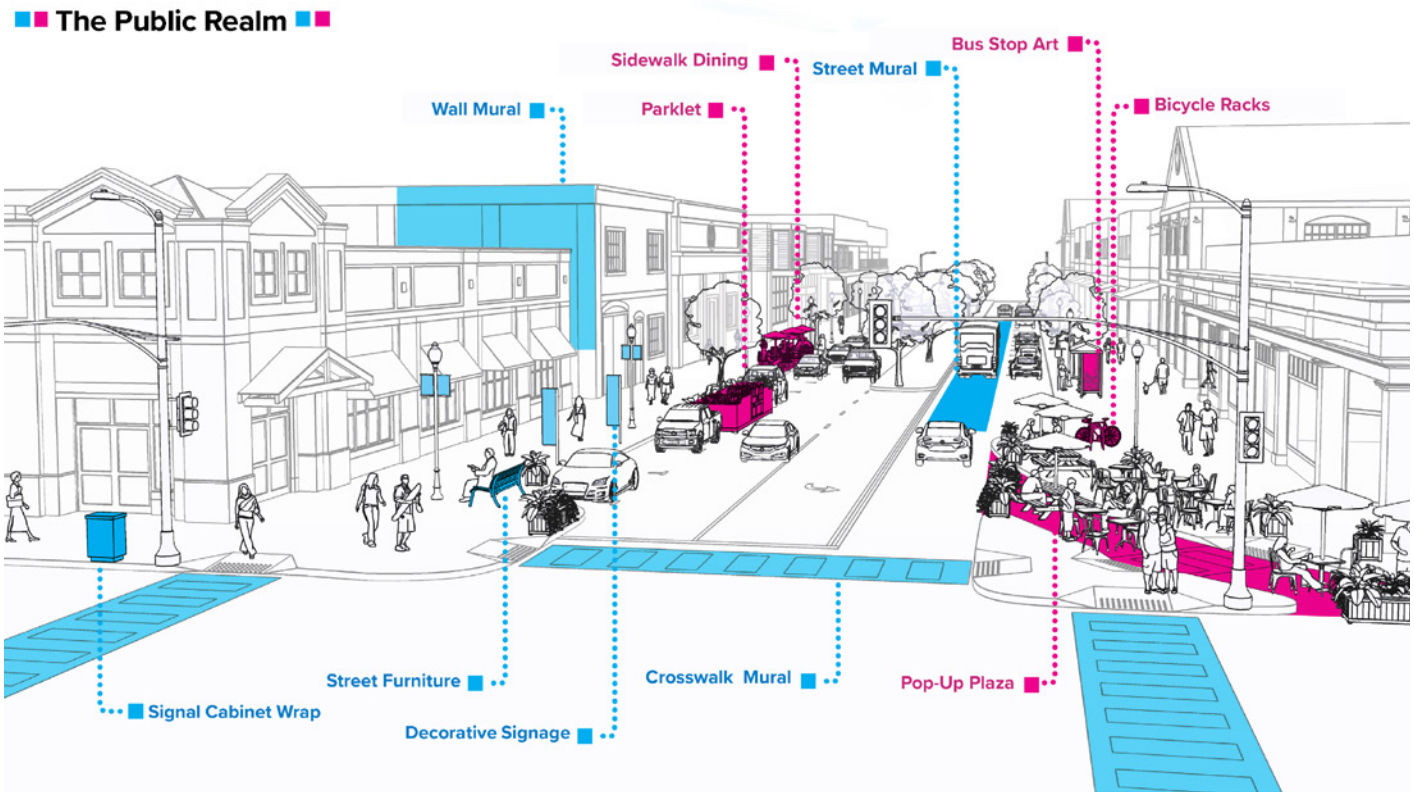
Placemaking Guidelines

Charlotte Placemaking Hub

The Charlotte Placemaking Hub is a resource guide to empower residents and business owners to design, install, and maintain their own, community-driven placemaking projects. The tools outlined in the guide can help improve the public spaces around the community. They are a menu of possibilities to make a place more attractive by creating a unique vibe on a street, adding art to a street, or celebrate the history of an area. The tools are grouped into two categories: Creating Place and Supporting Art. The approval process for each group is similar except for the required Right-of-Way use agreement based on the project type. Hanover County could consider such a program scaled to fit the Route 1 area context.



Link to program website



The Charlotte Placemaking Hub demonstrates how residents and business owners can transform a public space into desirable and attractive place. Source: City of Charlotte.

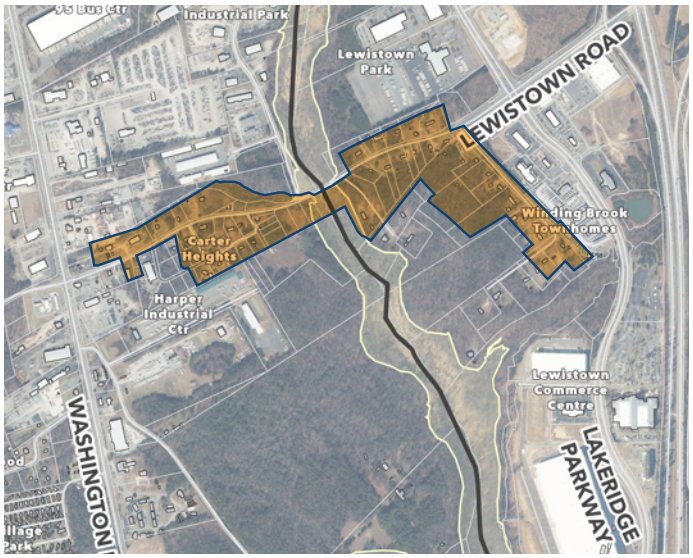
Protecting & Enhancing Existing Neighborhoods

Brown Grove Rural Historic District

The historic African American rural community of Brown Grove was established in the 1870s by families that included formerly enslaved individuals. It was bisected by the construction of Interstate 95 in the 1950s and 60s. The segment of the district located west of I-95 along Lewistown Road overlaps a portion of this plan's study area.

Opportunities for Enhancement

- Historic district signage on Lewistown Road near boundaries of the district segment;
- Historic site markers;
- Street sign toppers - a topper addition to street signs that notes "Brown Grove Rural Historic District;"
- Wayfinding signage on main corridors like Route 1 raising awareness of the location of the district.



Portion of Brown Grove Rural Historic District that overlaps the study area

Neighborhoods

Several residential areas are spread across the study area including Chickahominy Falls, Cedarlea and residential clusters on Old Keeton Road, Old Telegraph Road, Comanche Lane and Colonial Estates Circle.

Opportunities for Enhancement

- Mitigate negative issues like truck traffic;
- Minimize the impact of non-residential development close to neighborhoods through the use of zoning and design standards that provide appropriate transitions, such as wide buffers, low building heights, and smaller scale building massings when abutting residential areas;
- Assist with implementing neighborhood monument signage at entryways to Old Keeton Road area;
- Encourage and support neighborhood beautification of common areas through landscaping, etc;
- Support establishment of neighborhood organizations, or connect/collaborate with existing organizations;
- Build relationships and strengthen communication channels through regular updates;
- Provide educational and informational materials (e.g., flyer, one pager, slide deck) to neighborhood organizations to inform on topics (e.g. connectivity).

Recent development visible from Chickahominy Falls neighborhood despite newly planted buffer as required

Monument signage at entries to neighborhoods and historic districts are an important component to enhancing and protecting these areas

Mitigating Truck Traffic

The study area has changed in recent years with new development that generate substantially more heavy truck trips in the study area than previously.

Recurring comments during public engagement expressed frustration with the excessive amount of truck traffic, the need to minimize truck-intensive development in the study area, and the noise and emissions impact of trucks. The following considerations are provided as options to mitigate negative effects of truck traffic on the neighboring communities:

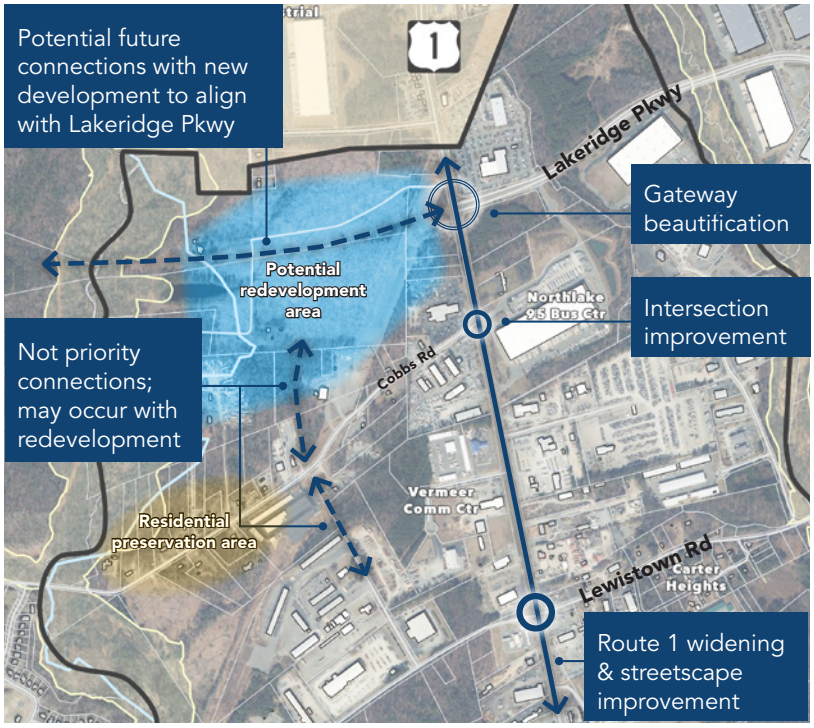
- **Use of zoning-related tools and design guidelines for new development:** Limit new development of truck-intensive sites to appropriate zoning districts and consider truck access to major transportation routes when approving new development. Conditional use permits can include restrictions related to hours of operation, truck delivery times, and noise mitigation.
- **Access management for truck traffic:** Restriction of a full-movement to right in / right out only, particularly when a secondary access is available, can reduce truck driveway volumes approximately by half due to restricting trucks making left turns.
- **Establishing and Enforcing Truck Routes:** Trucks should be using designated truck routes to connect between interstates, highways and their destination. However, some operators will use local roads or neighborhood streets not designated or designed for truck traffic. Increased enforcement (along with ticketing and fines) could be considered in areas where there have be repeated complaints.
- **Increase Relationships & Communication with Companies that Require Heavy Truck Usage:** Establish relationships with leaders of businesses that generate heavy truck traffic. Work with these leaders to communicate the concerns of nearby residents and to agree on strategies to mitigate negative impacts of truck traffic. Companies may communicate with truck operators and establish company policies that can help mitigate truck traffic near residential areas.
- **Landscaping, walls, and buffers:** Landscape features and barriers, provide a degree of noise mitigation and shield trucks from view of residences.

Large delivery trucks are often components of access to goods and services, but can be nuisances to residential areas

Route 1 Development Opportunity Focus Areas

The development opportunity focus areas represent the corridor's primary character areas. Rather than functioning as a single uniform environment, the corridor is made up of areas with distinct character, development patterns, and mixes of uses. Identifying these different parts of the corridor helps organize the plan's recommendations and provides a basis for more tailored planning, design, and redevelopment strategies.

North Area



Strengths

- Proximity to I-95, Ashland
- Location on Route 1
- Large tracts of land under single ownership

Challenges

- Lack of identity
- Aesthetic challenges (e.g., visibility of outdoor storage areas)
- Industrial proximity to residential on Cobbs Road
- Heavy truck traffic
- Connectivity limited to Route 1 and Lakeridge Parkway
- Vacant or underutilized land
- Utility easement

Goals

- Economic Development
- Improved Aesthetics
- Preserve Existing Residential Areas

Strategies

Future Character

- Well-designed business and employment uses that limit negative impact on nearby residential areas

Targeted Uses

- Light industrial, wholesale trade, advanced (clean) manufacturing, logistics
- Supportive uses (e.g., parts, components, suppliers of industrial or manufacturing)
- Commercial uses that meet daily needs (e.g., grocery, dining, convenience retail, pharmacy, repair shops, dry cleaning)

Exclude Data Centers

- Due to the area's proximity to existing transmission lines and available land, it is one of the few areas within the study area that could support large-scale data centers.
- **Public Feedback:** 84% of respondents expressed opposition to data centers
- **Recommendation:** Data centers should not be listed as a recommended use

Amend Land Use Designation in the Comprehensive Plan

- **Public Feedback:** Concerns about higher density residential development
- **Current Future Land Use Recommendation:** Suburban Center with Mixed-Use Development (up to 15 residential units/acre)
- **Recommendation:** Change land use designation to a business-oriented designation to remove residential development potential

Central Area

Potential roadway connection:

Benefits - Network connectivity, reduced congestion

Challenges - Topography, minimizing negative impacts to historic district

Intersection improvement to enhance safety

Improvement to Old Telegraph Road to add curb and gutter and shared use path

Potential roadway connection dependent on redevelopment, property acquisition

Benefits: Could provide access to new development without impacting residential areas further south on Old Telegraph Road

Utility expansion needed east of Route 1 with new development

Potential trailhead opportunity with parking and restrooms

Potential roadway bridge, likely cost prohibitive due to topography & other factors

Shared use path along Lakeridge Pkwy would provide better access to park and expand trail network

Potential local connection could enhance mobility network and reduce pressure on Route 1

Strengths

- Acres of undisturbed natural open space
- Historic buildings & properties
- Public park and trail opportunities nearby
- Proximity to historic district

Challenges

- Limited connectivity (e.g. across Licking Hole Creek)
- Some steep topography and flood prone areas
- Old Telegraph Road, narrow & unimproved
- Need to avoid negative impacts to the historic district

Goals

- Economic Development
- Improved Connectivity
- Access to Public Open Space
- Protect Existing Neighborhoods
- Maintain Natural Landscape Aesthetic

Strategies

Improved Connectivity

- Build new street connections to Route 1 and Lewistown Road while limiting traffic and impacts on Old Telegraph Road.
- Connecting across the creek to Lakeridge Parkway is likely not feasible due to topographic and environmental constraints.

Targeted Uses

- Business + Professional Services
- Medical Office
- Biology/Pharmaceutical + Life Sciences
- Limited neighborhood commercial (e.g. daycare, pharmacy, coffee shop)

Public Feedback

- Interest in having additional medical facilities within the study area (potential medical park in this specific development area).
- 53% of respondents expressed support for professional and business services.

South Area

VDOT-owned property:
Almost 6 acres
Well-located for hospitality or retail redevelopment

Planned retail redevelopment along Route 1 frontage

Public open space opportunity along Chickahominy River

Potential trail along Chickahominy River - see page 55 for details

Potential shared use path connecting to Chickahominy River Trail and Virginia Commons

Pedestrian crossing and aesthetic improvements (e.g., landscaping, wayfinding, lighting)

Potential redevelopment challenges related to former use of the site as a gas station.

Potential internal circulation network

Strengths

- Interstate access
- Proximity to Virginia Commons and Henrico Sports & Events Center
- Redevelopment interest
- Demand for hospitality & tourism

Challenges

- Some steep topography and flood prone areas
- Underutilized or vacant properties
- Aesthetic issues
- Lack of pedestrian facilities
- Major utility easement

Goals

- Economic Development
- Improved Connectivity
- Access to Public Open Space

Future Character

- Retail, hospitality, entertainment, tourism and supportive services
- Synergy with Henrico Sports & Events Center
- Improved walkability, pedestrian connections, access to open space
- Developed areas connected to open spaces and trails

Strategies

Potential Chickahominy River Trail

- Recommended in the Comprehensive Plan (no alignment or details)
- Meeting Feedback + Online Survey: Desire for Parks + Trails

Targeted Uses

- Tourism and hospitality
- Recreation
- Conference center
- Supportive uses (e.g., retail, food and beverage, entertainment)
- Professional services

Public Feedback

- Survey: 69% of respondents expressed support for tourism, hospitality, and recreation uses
- Focus Group Feedback: Proximity to Henrico Sports + Events Center creates demand for hotels, restaurants, and tourism-oriented uses

04

Community Design

Intent of Design Guidelines

The design guidelines intend to clarify the design vision for the built environment including streets, open spaces and buildings to promote and implement the community character that was identified during public engagement as part of this planning process.

In concert with zoning regulations and development ordinances, these guidelines provide direction and illustrations to clarify the recommendations and overall intent of the desired development.

The guidelines are organized into the following sections:

Building Design

- Provides guidance for the physical elements of buildings like windows and doors, facades, materials, and rooflines

Site Design

- Provides guidance for overall site layout, access and other elements

Special Features

- Describes ways to improve the design of specific elements of public interest like large buildings and gas stations

Building Design

Architecture

Architectural style should reinforce a more cohesive, attractive, and investment-ready character in the planning area. Rather than prescribing a single architectural style, these guidelines promote a coordinated design approach based on durable materials, articulated façades, varied rooflines, clearly defined entrances, and consistent treatment of visible building elevations. Applied over time, these principles can help ensure that new development, redevelopment, and building improvements contribute positively to the corridor's evolving identity.

- Use a coordinated architectural vocabulary within each development, including compatible forms, materials, colors, and detailing.
- Emphasize durable, high-quality materials and finished building forms that support long-term performance and a cohesive corridor image.
- Provide enhanced architectural treatment on building walls visible from Route 1 and other public streets.
- Side and rear elevations visible from public streets should receive design treatment consistent with the primary building wall.
- Clearly define primary entrances and orient them toward adjacent public streets or principal access drives where feasible.
- Use changes in roofline, wall plane, materials, and glazing to reduce monotony and break long building elevations into smaller visual components.
- Allow flexibility in architectural expression while maintaining a coherent overall development pattern and a strong public-facing image along major thoroughfares.

The historic Hanover Courthouse (left) and French Hay Plantation house (right) provide examples of local vernacular architectural precedent.

Building Height and Massing

Height

- Building height should be compatible with surrounding development and the desired corridor character (generally 2-3 stories max. or 25-40 feet)
- Taller building elements should be used selectively to emphasize corners, key architectural features, or important building components.
- Stepbacks, roofline variation, and changes in height should be used where appropriate to reduce apparent scale.
- Building height should transition sensitively where development abuts lower-intensity uses.

Massing

- Large building masses should be broken into smaller visual components through vertical and horizontal articulation.
- Building forms should create the appearance of several smaller masses rather than a single uninterrupted volume.
- Changes in wall plane, roofline, parapet height, materials, and glazing should be used to reduce monotony and apparent bulk.
- Projections, recesses, and other architectural features should be used to establish rhythm and visual interest along long elevations.

Example of a large building utilizing a combination of a distinct architectural projection and landscape plantings along the unarticulated portion of the building wall to break up the massing.

Building Walls and Entrances

Building walls should be designed to create a more visually interesting and coordinated corridor environment along primary thoroughfares. Wall surfaces facing public streets, internal drives, and other prominent frontages should avoid long, uninterrupted expanses and should incorporate architectural features that reduce apparent scale and add visual interest. Through wall-plane changes, material variation, windows, and other design elements, building walls can contribute to a more articulated and attractive development pattern.

Visible Building Walls

- Building walls facing Route 1 and other public streets should include a higher level of architectural treatment than service-oriented, rear facing or less visible elevations.
- Side and rear walls visible from public streets should receive coordinated design treatment consistent with the principal building elevations.
- Blank walls facing public streets, major internal drives, or adjacent developed properties should be avoided.

Awnings, windows, and storefront entrances used to articulate a primary visible building wall.

Trellises with vines inset into a brick wall used to articulate a long section of otherwise blank wall.

Articulation & Composition

- Long wall planes should be broken into smaller visual components through changes in wall plane, projections, recesses, pilasters, reveals, or similar architectural features.
- Building walls should incorporate windows, entrances, material changes, or other features that create rhythm and visual interest along visible elevations.
- Changes in wall materials should occur at logical architectural transitions and should reinforce the overall composition of the building.

Examples of features and that can be used to provide horizontal articulation and emphasize the desired human scale of a visible building wall include:

- Awnings
- Trellises
- Arcades
- Recessed storefronts
- Arbors
- Porticoes
- Windows
- Customer entrances
- Decorative inlays of brick, masonry, wood, stone or tile
- Decorative masonry patterns
- Decorative metalwork

Prominent Building Entrances

- Primary entrances should be clearly identifiable and architecturally emphasized.
- Use canopies, projections, recesses, roofline changes, enhanced glazing, material changes, or similar features to highlight prominent entries.
- Entrances facing public streets should reinforce a strong public-facing image and establish a clear "front porch" for the building.

Example of architecturally prominent entrances along a long primary building wall. Visually distinct awnings help to identify the locations of the entrances.

Building Wall Transparency

- Building walls facing Route 1 and other public streets should incorporate glazed surfaces to create visual interest and reduce the appearance of blank wall areas.
- Transparent features should be concentrated along the most visible portions of the building, particularly around entrances, office areas, customer areas, and other occupied spaces.
- Side and rear walls visible from public streets should incorporate glazed surfaces where appropriate to maintain a coordinated architectural appearance.
- Glazed surfaces should be integrated into the overall design of the building wall and should not appear arbitrary or purely decorative.
- Window openings and other glazed areas should be organized to create rhythm, proportion, and visual balance along visible building elevations.
- Transparency should reinforce prominent building entrances and other important architectural features.

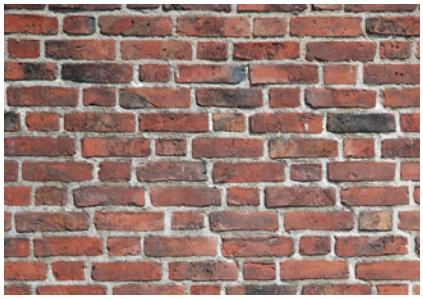
Retail storefronts should incorporate significant transparent features to present an inviting perspective to customers

Building Cladding Materials and Colors

Building cladding materials and colors should contribute to a cohesive and visually balanced corridor character along Route 1. Exterior materials should reinforce high-quality building design, reduce visual clutter, and support a coordinated architectural appearance without prescribing a single style. Material choices, material transitions, and color palettes should be intentional, limited, and integrated into the overall composition of the building or collection of buildings.

Cladding Materials

- Emphasize brick, stone, and wood or wood-look cladding as primary exterior materials.
- Stacked stone water tables are encouraged, especially if this design feature is present on nearby buildings in order to maintain a common design language and consistency.
- Use durable, high-quality cladding materials with a finished appearance.
- Limit each building to no more than 3 primary cladding materials, with a single material accounting for at least 60% of the unglazed surface of the building wall
- Walls visible from public rights-of-way should use the same primary materials as the front façade.
- Material changes should occur at logical architectural transitions and should reinforce the overall composition of the building.



Cladding Material Colors

- Use a unified and complementary color palette across the building.
- Neutral colors and earth tones are encouraged.
- Brick should generally be selected in historically and vernacularly appropriate masonry tones common to Hanover County, including rich red, brown, and other warm ruddy hues.
- Supporting colors should be limited to complementary tones such as taupe, tan, beige, ivory, cream, gray, and muted black.
- Accent colors should be used sparingly and only to highlight entries or architectural details.

A representative palette of complementary earth-tone colors anchored by traditional red and brown brick illustrates the preferred range of materials and finishes for buildings in the corridor.

Roof Form and Materials

Roof form should contribute to a more cohesive and visually interesting character for the planning area. Rooflines should help reduce the appearance of large or monotonous building forms, reinforce architectural composition, and support the traditional, vernacular character that influences much of Hanover County's built environment. A mix of pitched roofs, parapets, and modest roofline variation may be appropriate depending on building type, provided the overall roof design is coordinated with the architecture of the building.

- Pitched roofs are encouraged on smaller commercial buildings and on building elements intended to reinforce a more traditional or vernacular character.
- Flat roofs may be appropriate, particularly on larger commercial, flex, and industrial buildings, when screened by parapets and combined with adequate roofline variation.
- Roof pitch should generally fall between 3:12 and 8:12 where pitched roofs are used.
- Dormers, parapet offsets, and changes in roof height may be used to add visual interest and reduce the appearance of long, uninterrupted rooflines.
- Roof form should reinforce prominent building elements such as entrances, corners, and projecting masses.
- Rooftop mechanical equipment should be screened from view and integrated into the overall roof design.

Examples of appropriate cladding materials or pitched roofs

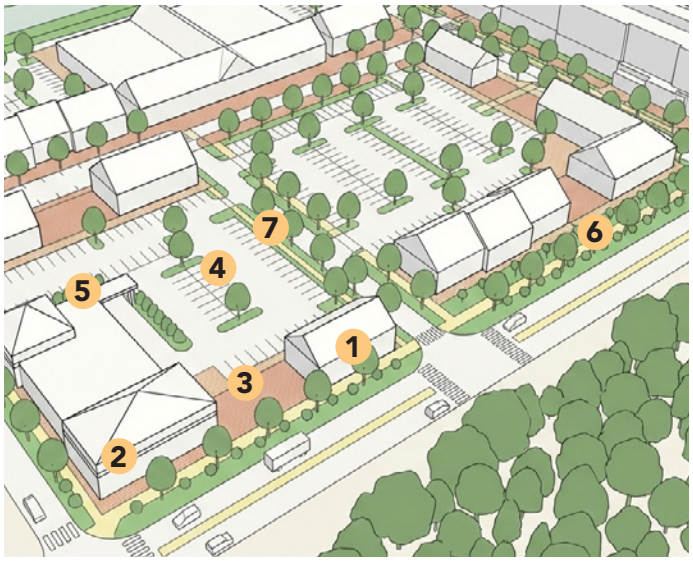
Roof-mounted mechanical equipment on flat-roofed buildings should be screened from direct view by parapet walls or supplemental screening methods

Site Design

Building Placement & Orientation

Buildings are instrumental in contributing to a positive pedestrian experience when they define the boundaries of public spaces, contain uses that bring vitality to the area, and are designed so that the building's uses interface with the street and public realm. Buildings should be located so they frame the street to support walkability, street-level activity, civic gatherings, and retail vibrancy.

- Establish a consistent "street wall" by orienting buildings and building entrances parallel to and facing adjacent public (or private) streets, circulation routes and/or public spaces to help establish an identity in the built environment and activate streets and public spaces
- Align building facades consistently with one another and neighboring buildings, generally maintaining consistent setbacks to create a harmonious development frontage and streetscape
- Locate parking, loading and service areas toward the interior of the block or rear of the site to prioritize a visually appealing development frontage and public realm
- Ensure that buildings with active uses (e.g. restaurants and retail) are located at major entry points to developments and/or at street corners and buildings and facades with less activity are oriented toward the rear or side of the site or block
- In locations along the development frontage where buildings are not present, consider landscape features like decorative knee walls, canopy structures, or additional trees and vegetation along the frontage to help define the street edges
- Plazas, pocket parks, open spaces, and landscape features may occasionally interrupt the development frontage to create special moments
- Auto-oriented features such as parking lots, garages, gas pumps, car washes and drive-throughs, trash or service areas, and outdoor storage areas should be located away from the primary street or internal to the development.
- Generally, at least 75% of a building's frontage should be located at the setback line.



1. Buildings facing streets
2. Street corner activation
3. Plazas activating streets
4. Parking interior to block
5. Drive thru toward rear
6. Consistent setbacks
7. Trees maintain a street edge without buildings

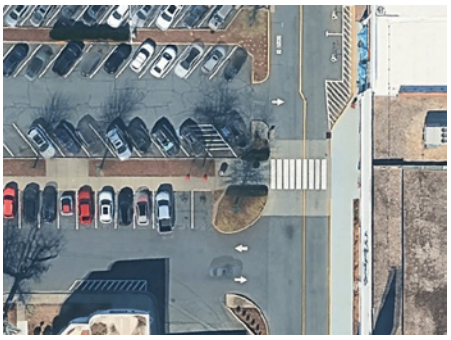
Building entries should be oriented toward interior public spaces and accessways as well as street frontages

Circulation & Access

- Internal streets should be designed as public streets with street trees, sidewalks, lighting and other typical amenities
- Encourage cross-access between parcels that connects internal circulation and parking areas between properties to avoid adding congestion to roadways serving adjacent developments (e.g. Route 1)
- Minimize curb cuts and driveway accesses into the site and prioritize frontage landscaping, buffers and pedestrian zones. Vehicular access points should be spaced a minimum of 300 feet apart along primary roads (refer to VDOT standards)
- Provide sidewalks and pedestrian paths from adjacent public streets and parking areas to building entries (minimum every 200 feet preferred)
- Provide pedestrian paths within sites connecting buildings and within parking lots to provide connections to building entrances, interior pedestrian ways, public spaces and street sidewalks
- Connect internal pedestrian accessways to nearby trails and pedestrian paths on adjacent sites
- Account for the diverse needs of sidewalk users age, ability, speed, and spatial needs
- Prioritize a clear pedestrian path over other street or site elements
- Provide wider sidewalks in areas of intense pedestrian use to accommodate the greater volume of walkers
- Minimum clearance for pedestrian paths (only in constrained areas): 4 feet. The preferred standard path width is 6 feet
- Pedestrian paths in mixed-use, retail, and entertainment areas: 8 to 12 feet and areas with higher concentrations of pedestrian activity12+ feet
- Construct vehicular and pedestrian pathways as a safe compacted dust-free surface composed of durable slip-resistant materials and consider pervious materials that help reduce stormwater runoff

Access within the site and from parking areas to building entries should be well lit, landscaped, attractive and inviting

Mid block pedestrian path providing access to a restaurant with outdoor patio seating



Interior pedestrian paths and well-defined crossings create a more appealing environment for tenants and patrons

1. Minimize vehicular access and preserve building frontages
2. Pedestrian access from street
3. Internal pedestrian access
4. Pedestrian paths in parking areas
5. Connections to adjacent parcels

Landscaping & Open Space

Left: Example showing intent of guidelines for median, buffer and site landscaping; Center: Newly planted evergreen foundation plants with taller species at corners and between windows, and shorter species beneath windows; Right: Nicely landscaped plaza common area in a retail center.

Landscaping

- Plant selection should consider salt tolerance near streets and hardscapes, prioritize selection of native species and drought tolerant, low maintenance varieties.
- Plant selection should consider bird attraction (to avoid messy congregations in undesired areas like plazas), sap (which damages cars), and berry, nut, and leaf drop near parking areas and hardscapes.
- Planting beds should use a mix of native soil and compost and be topped with mulch to preserve soil moisture and mitigate weeds.
- Ornamental plantings should be used at entries to sites and buildings and in common areas.
- A green buffer should be provided along street frontages with the exception of around pedestrian and vehicular entrances. In the context of commercial redevelopment, reduced width buffers are acceptable.
- Foundation plantings of evergreen shrubs should be used to soften building edges.
- Safety & Sightlines: Maintain clear zones (typically 3-10 ft above ground) for unobstructed views by motorists and pedestrians, especially at intersections and driveways.
- Pedestrian Clear Zones: Ensure that pedestrian access routes and sidewalks are not encroached upon by limbs and branching of adjacent trees and shrubs. This clear zone is crucial for visibility, safety and pedestrian access.
- Drainage: Landscaping must not interfere with existing drainage; ditches must remain clear.
- Maintenance: Property owners are responsible for perpetual maintenance of authorized landscaping, including debris removal.

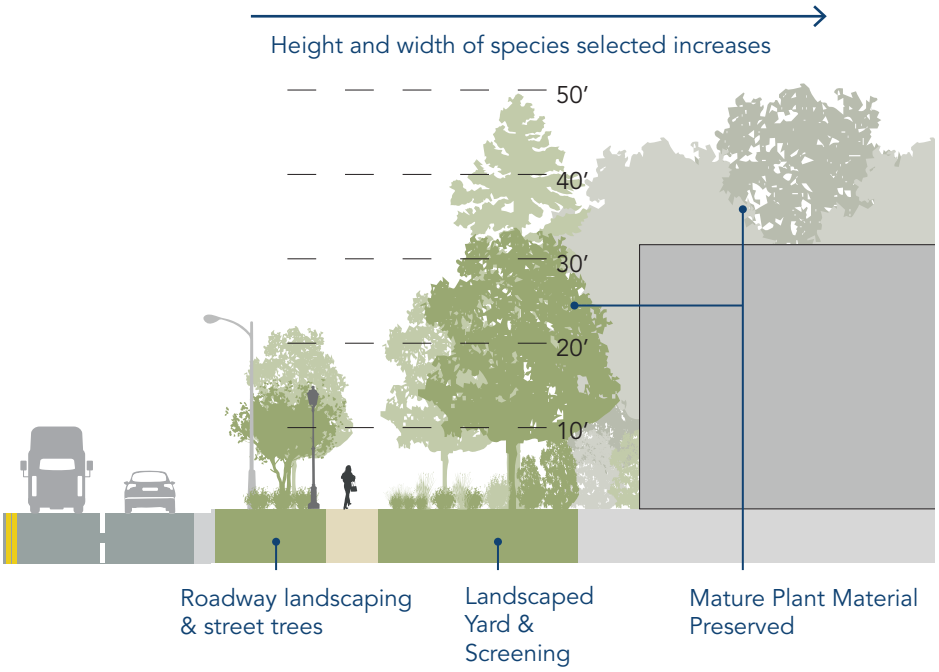
Open Space

- Minimum 10% of site should be publicly accessible open space
- Natural or landscaped buffers that are publicly accessible and serve as an amenity that can be occupied by patrons may be considered open space.
- Open space may be passive recreation areas or active recreation areas, pedestrian and jogging trails, bicycle paths, picnic and sitting areas, plazas and similar facilities serving patrons of the development.
- Spaces should be accessible to all ages and abilities, offering diverse, multi-generational activities, such as playgrounds and seating.
- Consider flexible spaces that can accommodate a wide range of activities (e.g. an open green that supports casual picnics as well as organized events).
- Implement CPTED (Crime Prevention Through Environmental Design) principles to enhance security through natural surveillance (“eyes on the street”), adequate lighting, and clear sightlines.
- Provide high-quality, durable, and comfortable amenities, such as shaded seating, restrooms, and well-lit walkways.
- Reflect the local culture, heritage, and character in the design to enhance a sense of place and community ownership.
- Ensure open space design allows for easy maintenance to avoid neglect and promote a sense of safety.

Streetscape Elements

Street Trees

- Street trees should be planted along all Major Thoroughfares at minimum and Old Telegraph Road if redevelopment or streetscape projects occur.
- Trees should be spaced 40 feet on center at regular intervals within the right-of-way or front yard setback.
- Avoid visual and physical obstructions to other furnishings and amenities and maintain sight lines.
- Avoid obscuring the casting of light from light fixtures onto the sidewalk.
- Maintain access to light poles, utilities, fire hydrants, and other areas that require emergency or service vehicle access.
- Maintain clearance around street trees for bicycle racks, kiosks, trash receptacles, and other streetscape elements.
- Utilize small trees in place of large maturing trees where overhead utility lines cannot be buried.



- Small Trees (<30 feet height): Ideal for most streetscapes with planting strips 5-6 feet wide and areas with significant constraints, such as narrow sidewalks or underneath overhead utility wires
- Examples: Flowering Dogwood, Eastern Redbud, Okame Cherry, Littleleaf Linden, Katsura Tree and Serviceberry
- Large Trees (>40 feet height): Best for broad verges and open areas without overhead restrictions (e.g. buffers and parking lots), providing maximum shade
- Examples: Willow Oak, Ginkgo (male), London Planetree

Other Streetscape Elements

Outdoor Furniture

- Locate seating areas near entryways to destinations, at natural areas of rest or at key view points.
- The seat base should be at least 20 inches and no more than 22 inches above grade to accommodate all users including elderly.

Active Transportation Facilities

- Ensure adequate space to navigate bicycle on/off racks without impeding pedestrian movement or backing into parking lanes or roadways.
- Locate and cluster bicycle racks and other micromobility amenities nearest to the highest level of pedestrian activity.

Public Utilities

- Utilities should be buried and relocated underground with all new development.
- Minimize conflicts between utility location and street trees.
- Collocate utilities like utility cabinets, vaults, and meters into the site and building design and place in discreet locations and/or screen from public view to minimize visual clutter.

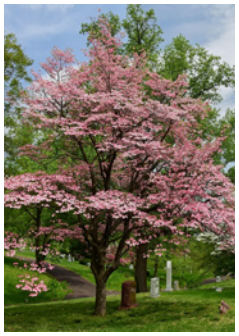
Plant Selection


Ginkgo (male)


Ginkgo (male, fall color)


Japanese Zelkova


Serviceberry


Pink Dogwood


Virginia Switchgrass


'Gro-Low' Sumac (fall color)


Muhly Grass


Golden Yarrow


Purple Lovegrass

The following are recommended native and/or low maintenance and tolerant species for use in streetscape landscaping and buffers. This is not an exhaustive list. Refer to VDOT approved species list as well.

Large Trees (> 40 feet height)

- Ginkgo (male) 'Autumn Gold'
- Lacebark Elm (Ulmus parvifolia)
- American Elm (Ulmus americana) "American Liberty" (larger) or "New Harmony" (smaller)
- Black Gum (Nyssa sylvatica)
- Willow Oak (Quercus phellos)
- London Planetree (Platanus x acerifolia)
- American Holly (Ilex opaca), **evergreen**
- Eastern Redcedar (Juniperus virginiana), **evergreen**

Small/Medium Trees (< 30 feet height)

- Serviceberry (Amelanchier spp.)
- Eastern Redbud (Cercis canadensis)
- Flowering Dogwood (Cornus florida)
- Foster's Holly (Ilex x fosteri), **evergreen**
- Sweetbay Magnolia (Magnolia virginiana)

Large Shrubs (> 4 feet height)

- Blackhaw (Viburnum prunifolium)
- Wax Myrtle (Morella cerifera), **evergreen**
- Inkberry Holly (Ilex glabra), **evergreen**

Small/Medium Shrubs (<4 feet height)

- 'Gro-Low' Sumac (Rhus aromatica)
- Dwarf Nandina Firepower (Nandina domestica)
- St. John's Wort (Hypericum prolificum)
- New Jersey Tea (Ceanothus americanus)

Ornamental Grasses

- Virginia Switchgrass (Panicum virgatum)
- Purple Lovegrass (Eragrostis spectabilis)
- Muhly Grass (Muhlenbergia capillaris)
- 'The Blues' Little Bluestem (Schizachyrium scoparium 'The Blues')
- Common Rush (Juncus effusus)

Flowering Perennials

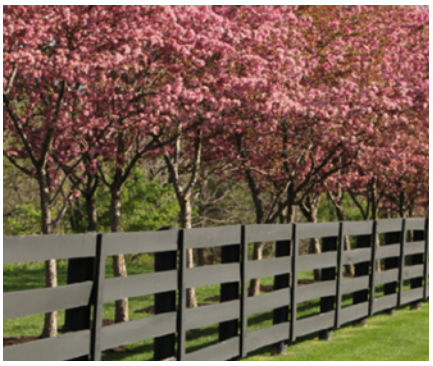
- Yarrow (Achillea spp.)
- Daylily (Hemerocallis spp.)
- Coreopsis spp.
- Salvia (Salvia nemorosa)
- Adam's needle (Yucca filamentosa)
- Black-eyed Susan (Rudbeckia hirta)

Fences, Walls, and Screening

Fences, walls, and screening should be used to define spaces, reduce the visual impact of service and utility areas, and support a cohesive corridor character. These elements should be integrated with building architecture, site design, and landscaping so that they contribute positively to the appearance of the development rather than appearing purely utilitarian.

Fences and Walls

- Fences and walls should be constructed of durable, high-quality materials.
- Masonry walls, ornamental metal fencing, and high-quality wood or composite fencing are preferred.
- Walls and fence columns should use materials and colors that are consistent with the principal building.
- Chain-link fencing is discouraged except in limited industrial or non-visible locations.
- Fences and walls along visible frontages should be integrated with landscaping and should contribute to an attractive street edge, but cannot exceed four feet in height in the front yard without Special Exception.
- Low walls may be used along frontages to define site edges and screen parking or other site features



Screening

- Screen dumpsters, loading areas, outdoor storage, utilities, and other service functions from public streets and adjacent properties.
- Use screening materials consistent with the principal structure.
- Integrate screening into the overall site and building design.
- Use landscaping to soften screening elements.
- Maintain necessary access, visibility, and safe operations.

Outdoor Storage and Display Areas

Zoning and code enforcement tools to regulate outdoor display areas are designed to balance commercial visibility with public safety, traffic flow, and community aesthetics. Key regulations typically differentiate between permanent outdoor sales (e.g., nurseries), temporary displays (e.g., sidewalk sales), and outdoor storage, limiting their size, location, and operating hours.

Improving the Appearance and Consistency of Outdoor Storage and Display Areas

Zoning Tools and Standards

Set specific parameters for outdoor displays, often restricting them to commercial or industrial zones.

Site Plan Review: Where feasible, use the site plan review process to ensure that applicants show the exact location of outdoor display and storage areas for approval, ensuring they do not occupy required parking, landscaping, or fire lanes.

Size Limitations: Consider restrictions on the total area of outdoor display, often limited to a percentage of the ground floor area of the principal building (e.g., 15-20%).

Setbacks and Location: Goods should not be displayed within required setbacks, public rights-of-way, or in areas that interfere with traffic circulation and pedestrian access.

Height Restrictions: Limit the height of the items being stored or displayed (e.g. how high items can be stacked) to maintain safety and visibility (e.g., max 8 feet for stacked items).

Screening Requirements: Mandate fencing, walls, or landscaping to obscure outdoor storage areas from view from public streets and potentially adjacent properties.

Display Only During Operating Hours: Regulations requiring that displays be brought indoors overnight, distinguishing active retail display from "outdoor storage".

Left and right: Existing outdoor display of goods on Route 1

Code Enforcement and Operational Tools

Having ordinances that are calibrated to the issues is a first step, but monitoring and enforcing violations of the ordinances is necessary to ensure rules are followed. Code enforcement ensures that the established zoning standards are followed on the ground, using both educational and punitive measures. Currently, code enforcement in the study area is handled on a complaint basis, meaning action is taken after a complaint is received. Consideration should be made for additional code enforcement staff, investment in establishing and maintaining communications and relationships with corridor businesses and property owners and setting up a more proactive code enforcement program that uses education and regular monitoring to maintain the desired appearance.

Permitting and Inspections: Require permits for, or inspections of, permanent outdoor display structures and sales areas.

Notices of Violation: Send formal notices to property owners when outdoor display areas exceed permitted size, height, or location constraints.

Removal of Hazards: Authorization to remove, sometimes without notice, unauthorized displays, signs, or goods that block sidewalks, traffic sightlines, or violate safety codes.

Civil/Criminal Penalties: Fines or legal proceedings for non-compliance, particularly for persistent violations.

Stop Work Orders: Used to cease illegal installation of outdoor display infrastructure.

Temporary Use Permits: Specific, time-limited permits for seasonal sales (e.g., Christmas trees, garden supplies), ensuring they are not treated as permanent developments.

Existing outdoor storage area on Route 1 that is unscreened and visible from public right-of-way.

Example of ideal screening of outdoor storage areas

Parking

Parking areas should be designed to support site function without dominating the appearance of primary thoroughfares. The location, layout, screening, and internal organization of parking areas should help to create a more attractive and pedestrian-friendly corridor environment while maintaining safe and efficient access for vehicles. Parking should generally be treated as a secondary site element rather than the defining feature of the site.

Location

- Parking should be located to the side or rear of buildings whenever feasible.
- Large expanses of parking between the building and Route 1 or other public streets should be avoided.
- Parking areas should be arranged to support building frontage, pedestrian access, and a more cohesive street edge.

Illustrative example of parking areas situated to the rear of buildings fronting on a primary thoroughfare.

Layout & Access

- Parking lots should be organized into smaller modules or bays rather than a single uninterrupted paved area.
- Internal circulation should be clear and efficient and should minimize conflicts between vehicles and pedestrians.
- Cross-access between adjacent sites is encouraged to reduce unnecessary curb cuts and improve internal connectivity.
- Drive aisles and parking areas should be aligned to provide direct and legible access to building entrances and pedestrian paths should be provided through parking areas at regular intervals to connect to building entrances and the overall pedestrian network.

Low walls and landscape plantings should be used to screen parking areas from public streets.

Screening & Appearance

- Parking visible from major thoroughfares should be screened and softened through landscaping, low walls, and other coordinated site elements.
- Parking lot design should include landscaped tree islands and planting areas to break up pavement and improve visual quality.
- Loading, service, and storage functions should be clearly separated from customer parking areas wherever feasible.

Signage

Signage should contribute to a coordinated and high-quality corridor character, not compete with buildings, landscaping, or other site elements. Signs should be appropriately scaled, thoughtfully placed, and designed with materials and illumination methods that improve visibility while limiting visual clutter

- Signage should be integrated with building architecture and site design.
- Monument-style freestanding signs are preferred vs. pylon or pole signs
- Freestanding sign bases should use materials consistent with the principal structure and include landscaping at the base.
- Building-mounted signs should be located within defined architectural sign areas and should not obscure architectural features.
- Signage within multi-tenant developments should be coordinated in materials, colors, scale, and lighting.
- Simple, legible sign design is encouraged over oversized or visually dominant signage.
- The use of external illumination and "halo" style backlighting are preferred.
- Internal illumination should only be used on routed and backed style sign faces.
- Changeable copy / readerboard elements should not compose more than 20% of a sign face.

Lighting

Lighting should enhance safety, visibility, and the overall character of the corridor without creating glare or visual clutter. Lighting design should be coordinated with building architecture, site elements, and pedestrian areas to create a comfortable and well-defined environment.

- Lighting should be coordinated with building design, site layout, and pedestrian areas.
- Use full cutoff or shielded fixtures to minimize glare and light spill.
- Pedestrian-scale (12' max height) lighting is encouraged along sidewalks, building entrances, and internal walkways.
- Parking lot lighting should be uniform in design with limited brightness and fixture heights limited to 20'.
- Lighting should be directed downward and away from adjacent properties and roadways.
- Decorative lighting elements should complement the architectural character of the building.

Guidelines for Special Features

Large Buildings

Large buildings can have a significant visual impact along the Route 1 corridor due to their size, scale, and visibility from public streets and adjacent properties. The design of these buildings should reduce the appearance of excessive mass and blank wall area while maintaining a high-quality architectural character appropriate to the corridor. Through façade articulation, varied materials, defined entrances, and thoughtful site placement, large buildings can contribute to a more cohesive and attractive development pattern rather than dominating the corridor visually.

Visual Prominence Along Frontage Line

- Visually prominent building masses and building walls facing major thoroughfares should incorporate architectural features that reinforce a high-quality public-facing image.
- These areas should accommodate offices, showrooms, lobbies, and other front-of-house spaces where appropriate.

Orientation & Service Placement

- Large buildings should be oriented so that primary building walls and front-of-house elements address Route 1 and other visible public streets.
- Loading docks, service, and utility areas should be oriented toward the rear or interior of the site whenever feasible.

Building Wall Transparency

- Transparent features (windows, doors, curtain walls) should be concentrated along the most visible portions of the building and around entries, office areas, and other occupied spaces.
- Glazing should be integrated into the overall façade composition and should not appear arbitrary or token in nature.

Roof Line Variation

- Roof line variation (60’ maximum interval) should be utilized to lend architectural interest and vary the massing of the building.
- Roof forms should contribute to a more articulated and finished building profile when viewed from public streets.

Building Wall Plane Articulation

- Visually break up the bulk and scale of large buildings through wall-plane offsets, projections, recesses, material changes, and other architectural features provided at a maximum interval of 60'.
- Architectural features should be scaled and spaced to establish a consistent rhythm across long elevations.
- Variations in cladding materials, styles, and colors, while necessary, should be kept to the minimum necessary to ensure that a cohesive architectural and aesthetic theme is presented.

Buffering and Screening

- Existing mature vegetation along street frontages and other external property boundaries should be preserved to soften the appearance of the building and site. Where mass grading is unavoidable, required buffer areas should be reforested.
- Loading docks, service areas, outdoor storage, and similar utilitarian features should be screened with buildings, building wall extensions, freestanding walls, tree buffers and similar features.

Example of a "living wall" panel.

Example of a large building that incorporates a distinct architectural design on the prominent corner of the building and utilizes "living wall" panels to break up the massing of the building along long building walls in conjunction with mature trees and heavy landscaping..

Drive-Through Facilities

Drive-through facilities should be designed so that the principal building, rather than the drive-through lane and related service elements, defines the primary frontage along Route 1 and other public streets. Whenever feasible, drive-through lanes, pickup windows, and ordering areas should be located to the side or rear of the building. Where site layout, access, or other design constraints do not allow that arrangement, screening walls, coordinated architecture, and substantial landscaping should be used to reduce the visual prominence of the drive-through and maintain a high-quality corridor appearance.

- The principal building façade and primary customer entrance should face the primary public street.
- Screening walls should be designed as an extension of the principal building architecture through compatible materials, colors, and detailing.
- Drive-through lanes, pickup windows, and ordering areas should be located to the side or rear of the building whenever feasible.
- Pedestrian crossings across drive aisles should be clearly identified and designed to prioritize safety.
- Drive-through windows and menu or ordering areas should not be directly visible from Route 1 or the most prominent adjacent public street whenever feasible.
- Menu boards, speaker boxes, trash receptacles, and similar service features should be screened and integrated into the overall site design.

Example of a drive-through lane screened by a wall that extends the architecture and building materials of the principal building housing the drive-through facility.

- Where side or rear placement is not feasible, drive-through lanes should be screened from public streets through architectural walls, low masonry walls, substantial landscaping, or a coordinated combination of these elements.
- Drive-through layouts should avoid conflicts with pedestrian access to the main entrance.
- Sidewalk connections from public sidewalks and parking areas to building entrances should remain clear, direct, and visible.
- Landscaping used for screening should be substantial enough to soften views of the lane and associated equipment from public streets.

Example of a poorly designed drive-through facility featuring a menu board and ordering station located on the front of the building.

Example of a drive-through lane that is screened by a masonry wall and landscape plantings along the primary street frontage.

Automobile Fueling Stations

Automobile fueling stations should be designed so that the principal building, rather than fuel pumps, canopy structures, or vehicle maneuvering areas, defines the primary frontage along Route 1 and other public streets. Building placement, canopy design, screening, and site layout should work together to reduce the visual prominence of fueling functions and create a more coordinated corridor appearance

Building Frontage

- Orient the building to the street so that the building, rather than the canopy or pumps, defines the street edge.
- Design street-facing facades with entrances, windows, and architectural detailing that reinforce a more building-oriented frontage.

Fueling / Charging Area Placement

- Fueling and charging areas should be located to the rear of the principal building whenever feasible.
- Where side or rear placement is not feasible, fueling and charging areas should be visually subordinated through building placement, wall elements, and landscaping.

Screening & Site Design

- Vehicular circulation, pump areas, and service functions should be arranged to minimize visual clutter along public streets.
- Low walls, landscaping, and other site elements should be used to help screen views of fueling areas where feasible.
- Trash enclosures, loading areas, ice machines, propane cages, air pumps, and similar service features should be located away from primary frontage and screened from view.

Pedestrian Circulation

- Pedestrian routes should be designed to minimize conflicts with vehicle circulation around fueling / charging areas and drive aisles.

Example of an automobile fueling station with the principal building fronting the primary street and the fueling area situated at the rear of the site and screened by the principal building.

Buffers

Buffer zones are an important component in screening and softening views of development from the public right-of-way as well as mitigating noise and providing separation between land uses that are not compatible (e.g. residential and industrial). Buffers can provide a unified landscape that helps establish a visual character. Native, hardy and drought tolerant species should be prioritized in buffer plant material selection in order to maintain a more natural look and mimic local conditions.

Buffers for industrial and large scale buildings are intended to obscure views, whereas buffers for retail and entertainment uses should balance screening and visibility by allowing essential views of building entries and signage that are important to visitors locating the establishment.

Location & Widths

- Frontages along Major Thoroughfares and Old Telegraph Road
- Buffer width is measured from the right-of-way
- 25 feet semi-opaque buffer for retail frontages
- 50 feet opaque for industrial and large scale building frontages
- 100 feet side and rear for industrial and large scale buildings
- 200 feet for industrial or large scale buildings adjacent to parcels with residential zoning or use

Increasing Buffer Effectiveness

- Prioritize preservation of existing plant material, especially large evergreen trees and shrubs, which already provides a level of existing screening.
- The installation of berms in buffers is not preferred if the installation requires grading and removal of existing plant material.
- Use a higher percentage of evergreen species in newly planted buffers to provide more effective year round screening.
- Prefer larger plant specimens at planting

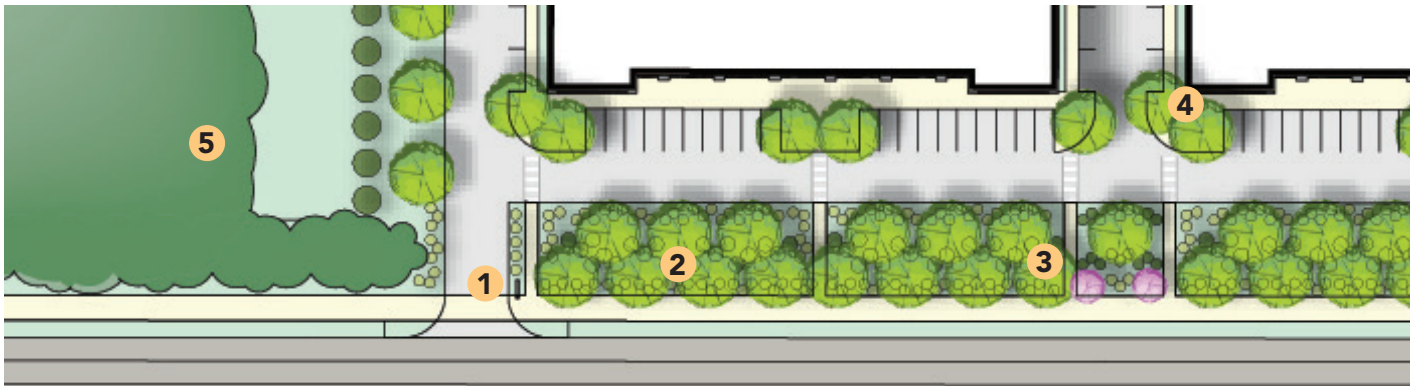
Buffers screening most, but not all view of parking and buildings

Buffers and site landscaping screen parking and buildings

Buffer Design

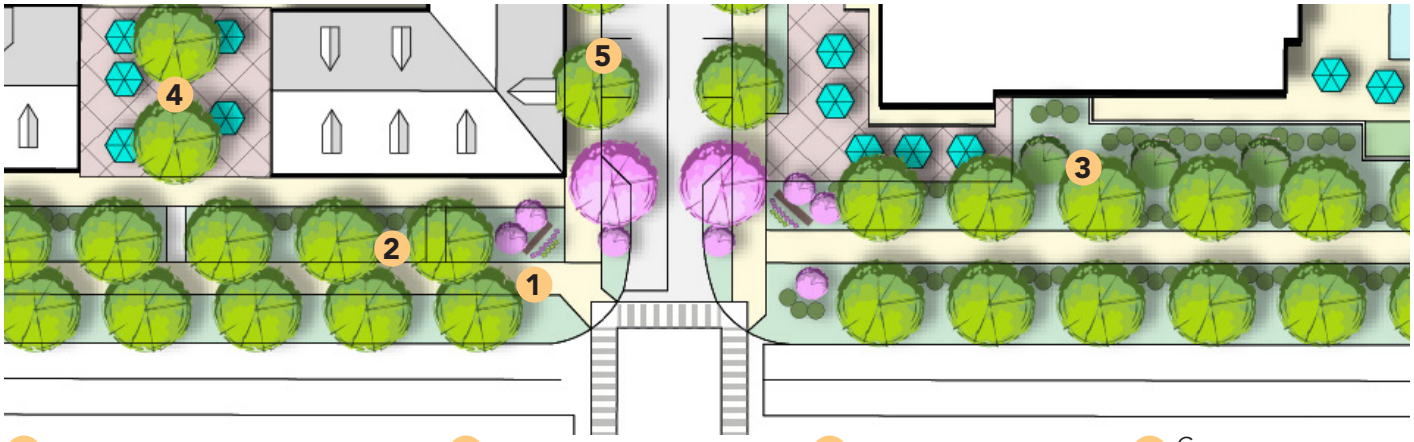
- Provide a coordinated landscape design with plantings consistent with others in the vicinity to reinforce landscape character.
- Low decorative fencing or walls may be integrated with the buffer landscape design outside of the public right of way.
- No parking area or structure, except for signage, should be located in the buffer.
- No required plantings should be placed within the required sight distance triangle on site.
- The buffer should be landscaped with a mix of evergreen and deciduous trees and shrubs with shorter species closer to the property line and taller species set back from the property line and in accordance with Hanover County ordinances.
- Shorter species should be arranged between taller species to provide screening under and between canopies of taller species.
- If existing plant material that would serve as an effective buffer must be removed or denuded due to extenuating circumstances, all efforts should be made to prioritize facade and building design and plant larger, fuller plant material in order to create the most attractive frontage possible.

Example of Industrial Buffers and Landscaping



1 Entryway signage and landscaping
2 50 foot opaque buffer
3 Pedestrian paths to street
4 Site landscaping
5 100-200 foot side yard buffer

Example of Retail Buffers and Landscaping



1 Entryway signage and landscaping
2 25 foot semi-opaque buffer
3 Foundation plantings
4 Common area landscaping
5 Street trees

6 Smaller semi-opaque buffer in front of small retail or mixed use building

7 Larger opaque buffer with larger plant material in front of taller building of greater scale

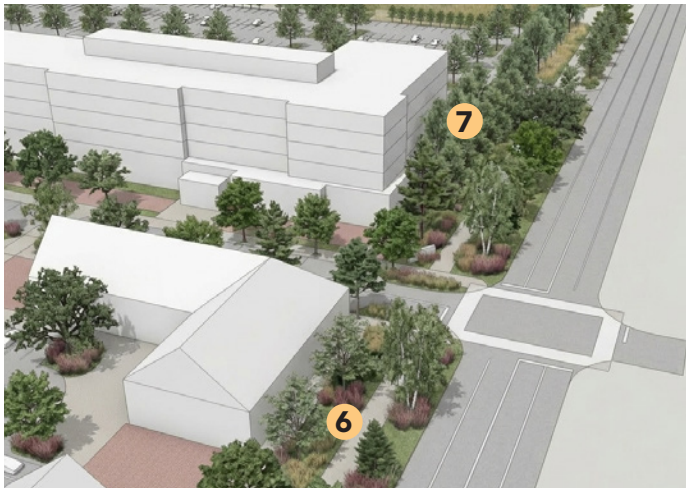


Diagram showing how buffers can change based on the context and scale of buildings they are adjacent to

Shared Use Paths & Greenways

Shared Use Paths

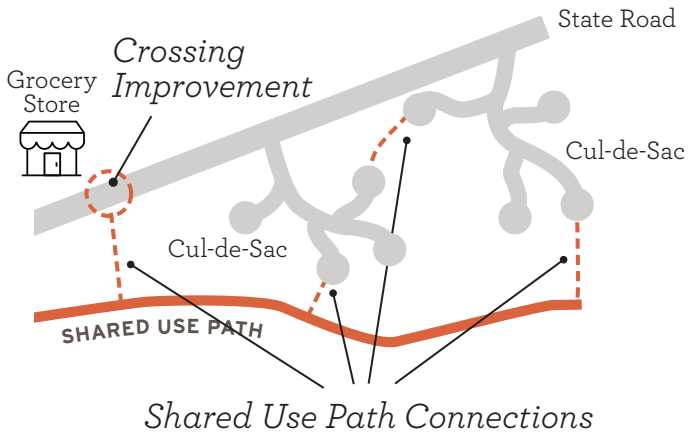
These are wide bidirectional paths often located adjacent and parallel to a roadway and within the public right-of-way, but can be located beside or behind developments along creeks for example, in which case they're called "greenways" or "trails" if unpaved. These facilities should be designed to offer a high-quality experience for users of all ages and abilities and provide connections to destinations for retail and entertainment as well as access to the natural environment.

Characteristics

- **Shared Use Path:** Urban setting, concrete material, consistent lighting, signage at intersections
- **Trail, Greenway:** Natural setting, asphalt material, signage & lighting primarily at trailheads

Making Connections

- Neighborhoods nearby can be connected conveniently to retail centers and other destinations by filling gaps in the network with shared use paths and improving roadway crossings for pedestrians and cyclists and increasing mobility choices as well as supporting active living lifestyles



Shared Use Path Connections

Source: Small Town and Rural Multimodal Networks, US DOT Federal Highway Administration, 2016.

1 Pedestrian crossing signals
2 Separation from travel lane
3 High-visibility crosswalk
4 Trees and landscaping
5 Horizontal clearance
6 Vertical clearance

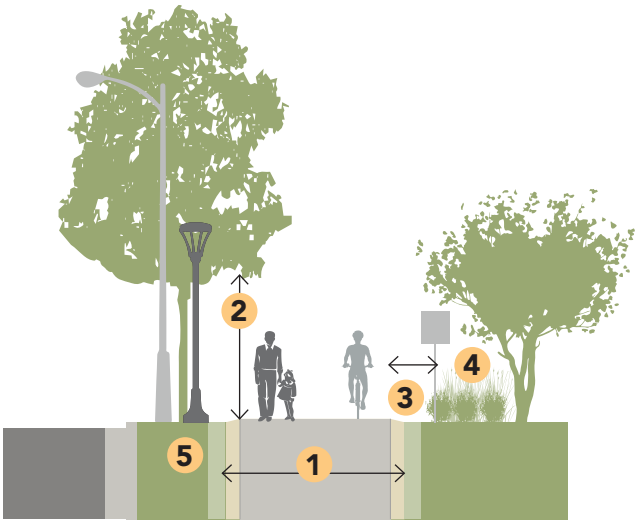
Shared Use Path

Suburban shared use path connecting nearby residential areas, schools and retail destinations; approximately 10-foot-wide concrete path

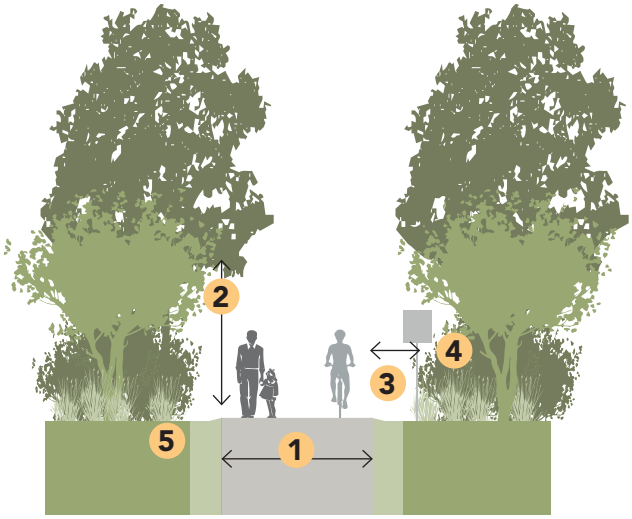
Trail or Greenway

Low traffic wooded greenway; approximately 8-foot-wide asphalt path

Shared Use Path



Greenway



1. Width: Shared Use Path 10-12 feet
   Greenway 8-10 feet
2. Minimum vertical clearance - 8 feet
3. Minimum horizontal clearance - 3 feet
4. Amenities (e.g. wayfinding signage & lighting)
5. Roadway separation - 6.5 feet preferred

Design Features

- 12 feet is the recommended width for mixed pedestrian and bicyclist activity.
- 10 feet is the recommended width for low traffic paths.
- 8 feet is the minimum width recommended for a two-way shared use path and would be suited for low traffic greenways, neighborhood access paths or constrained areas and paths of limited length.
- The preferred minimum roadway separation width is 6.5 feet, with an absolute minimum separation width of 5 feet (per AASHTO recommendations).
- A 3 foot or greater width on each side of the pathway is required by the MUTCD for the installation of signage or other furnishings.
- Clearance to overhead obstructions should be 8 feet minimum, with 10 feet recommended.
- A sidepath is intended for use by pedestrians and must meet accessibility guidelines for walkways and curb transitions, grade, cross slope, and surface stability (PROWAG).
- When striping is required, use a 4 inch dashed yellow centerline stripe with 4 inch solid white edge lines.
- Solid centerlines can be provided on tight or blind corners, and on the approaches to roadway crossings.
- The use of bollards should be avoided when possible, as they may cause crashes and injury to trail users. If bollards are used at intersections and access points, they should be colored brightly and/ or supplemented with reflective materials to be visible at night.

Trailheads & Access Points

Trailheads are entryways to a shared use path or greenway that provide a discernible entry-point, comfortable place to pause for trail users, adequate parking, and amenities such as restrooms, facility maps, and bicycle repair stations. Trailheads should be designed to suit the natural features of the site, circulation patterns of all mobility modes, and provide added features for user comfort, when necessary. The size and scale of the trailhead area and amenities provided should vary based on site availability and anticipated usage.

- Plantings should provide appropriate visibility and landscape buffers, where needed.
- Trailheads should be clearly identified and be located in a position so as to not be confused with the entrance to surrounding lots.
- Where possible, trailheads should accommodate the admittance of an emergency vehicle, but prohibit the admittance of unauthorized vehicles.
- Minimal amenities such as trash receptacles and wayfinding signage are encouraged to contribute to the maintenance and comfort of the site.
- A list of trail user responsibilities is encouraged at each entry point.
- Trailheads must be accessible to all users and follow ADA guidelines.

Illustrative concept for potential trailhead along the Fall Line Trail

Design Guidelines - Intended Outcomes

Mixed Use: Hospitality and Retail Cluster

Mixed-use areas are intended to accommodate a more integrated and pedestrian-oriented pattern of development. They should combine complementary uses in a coordinated manner, with site and building design that helps create a more connected, active, and visually cohesive environment.

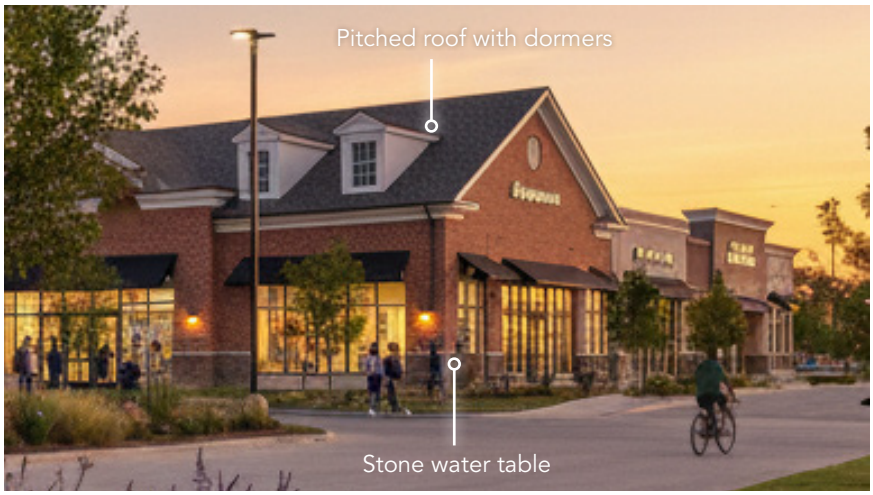
← Existing Development

Why this design is not recommended

- Uses, buildings separated from each other
- Requires car trips between buildings
- No pedestrian walkways between buildings
- Buildings surrounded by parking areas

↓ Recommended Design

Desired Character



1. Shared use path
2. 25’ planted buffer
3. Pedestrian crossings
4. Facade variation
5. Pedestrian paths to street
6. Future cross access
7. Internal pedestrian connections
8. Parking lot screening
9. Plazas
10. Connection to adjacent streets and trails
11. Side & rear buffers
12. Foundation landscaping
13. Signage and landscaping
14. Parking lot landscaping
15. Street trees every 40’
16. Drive thru in rear
17. Parking behind buildings

Neighborhood Commercial: Medical Office & Daily Needs

Neighborhood commercial areas are intended to provide convenient access to retail, service, and dining uses that serve nearby residents as the primary market and the broader area as a secondary market. The development character should balance visibility and accessibility with a scale, layout, and design approach that fits more comfortably within the corridor.

Existing Development →

Why this design is not recommended

- Uses, buildings separated from each other
- Requires car trips between buildings; few pedestrian paths
- Buildings surrounded by parking areas

Recommended Design ↓

Desired Character

1. Shared use path
2. 25' planted buffer
3. Pedestrian crossings
4. Facade variation
5. Pedestrian paths to street
6. Future cross access
7. Internal pedestrian connections
8. Parking lot screening
9. Rain garden stormwater feature
10. Connection to adjacent streets and trails
11. Side & rear buffers
12. Foundation landscaping
13. Signage and landscaping
14. Parking lot landscaping
15. Street trees every 40'
16. Tree preservation
17. Public open space

Industrial: Light Flex Industrial and Logistics

Industrial areas are intended to support employment-generating uses such as flex space, light industrial, warehousing, and similar business activities. Their development character should emphasize functionality and efficient site operations while also addressing building placement, screening, buffering, and overall site design to ensure compatibility with surrounding areas and the primary corridor.

Existing Development →

Why this design is not recommended

- Minimal buffering on front and sides
- Unscreened loading and outdoor storage

Recommended Design ↓

Desired Character

1. Shared use path
2. 50’ planted buffer
3. Decorative signage & landscaping
4. Facade variation
5. Pedestrian entrances from street
6. Future cross access
7. Internal pedestrian connections
8. Parking lot screening
9. Rain garden stormwater feature
10. Pedestrian walkways
11. Generous side & rear buffers
12. Screened dumpsters
13. Signage and landscaping
14. Parking lot landscaping
15. Loading oriented to interior

05

Implementing the Plan

Implementing the Plan

After all issues and opportunities are discovered and discussed and the brainstorming of solutions is completed, a list of tasks and recommendations is developed, typically called an "Implementation Plan." The implementation plan serves as a program of work for public officials and stakeholders as well as serving as a guide to the community to help them understand the steps toward achieving the vision for the future.

The following content is intended to collect ideas and recommendations provided throughout this document into one location, and provide planning level cost estimates and some assumptions for who may lead or help on implementation as well as an estimated range of time that the task may occur in the future.

This is intended to help leaders plan and implement short term and long term outcomes. For example, if a major roadway project is recommended, leaders will need to begin securing funding, then contract more detailed design and engineering, potentially conduct further public engagement, and then construct the project. Such a process may take five years at best to complete, so requesting funding early and having a plan to stay focused on the process can speed up delivery in the end.

Implementation Tasks

In order for the vision, goals and recommendations expressed in this plan to move forward, specific tasks will need to be implemented by the County, partners and stakeholders. The tasks establish the conditions under which the vision can be achieved by providing ideas and recommendations to improve the study area through land use regulation, public investments, the development of appropriate programs and policies, encouraging catalyst projects and other actions.

The tasks are grouped by topic area: Mobility & Connectivity; Open Space; and Land Use & Development. Planning level cost estimates have been established for tasks where feasible and are listed in order of magnitude as way to evaluate the relative costs of one action over another. As a means of attempting to quantify these relative costs over a twenty year period, the table below summarizes an estimated range of cost values that have been applied to tasks where possible and assigned entities likely to be involved in addition to Hanover County.

Symbol	Estimated Cost Range
$	$1 - $100,000
$$	$100,000 - $500,000
$$$	$500,000 - $1,000,000
$$$$	$1,000,000 - $2,000,000
$$$$$	$2,000,000 +

The execution of the implementation steps will likely be phased and is subject to a variety of factors, which determine their timing. These include:

- The availability of personnel and financial resources necessary to implement specific proposals;
- Whether an implementation task needs to be further vetted due to the magnitude, cost and conceptual nature of design ideas included herein; and
- The interdependence of the various implementation tasks, in particular, the degree to which implementing one item is dependent upon the successful completion of another item.

The priority for implementation is listed by the period in which items should be completed; short-term, mid-term and long-term. Short-term items and certain ongoing items are the highest priority while long-term projects could be completed as resources allow.

Implementation Table

Project/Task	Page Number	Planning Level Cost Estimate	Entities Involved Other Than Hanover County	Ongoing	Short-term	Mid-term	Long-term
Mobility & Connectivity							
Route 1 Streetscape Project - Implement four lane median divided cross section, shared use paths on both sides	48	$$$$$	VDOT				X
Implement recommendations from VDOT AMP	21	N/A	VDOT	X			
Shared use path on Cedar Ln - Route 1 to Holly Hill Rd	41	$$$$	VDOT			X	
Streetscape Project on Cedar Ln - Implement adopted street cross section	50	$$$$$	VDOT				X
Holly Hill Rd Bike/ped Improvements Option 1 - Shared use path from Cedar Ln to Fall Line Trail	41	$$$	VDOT			X	
Holly Hill Rd Bike/ped Improvements Option 2 - Signing and pavement markings only	41	$	VDOT		X		
Gateway improvements (not including new sidewalks) at the following Route 1 intersections: Lakeridge Parkway; Lewistown Road; Kings Acres Road	33	$$	VDOT			X	
Intersection improvements (including pedestrian facilities) at Route 1 intersections with Cedar Ln and Sliding Hill Rd, and Lakeridge Pkwy intersections with Sliding Hill Rd and Kings Acres Rd	33	$$$$$	VDOT				X
Intersection operational & safety improvements (no new sidewalks) at Route 1 intersections with Old Telegraph Rd and Old Keeton Rd	33	$$	VDOT			X	
Shared use path on Lakeridge Pkwy (upgrade existing sidewalk) from Lewistown Rd to Sycamore Dr	41	$$$$	VDOT				X
Shared use path segment on Lakeridge Pkwy (new section from existing terminus to Sliding Hill Rd)	41	$$$$$	VDOT, Private Sector				X
Shared use path segment on Lakeridge Pkwy (Sliding Hill Rd to County Line)	41	$$$$	VDOT, Private Sector			X	
Conduct a Chickahominy River Trail Study to evaluate potential alignments, feasibility and planning level costs	51	$$	Private Sector, VDOT, Henrico County		X		

Implementation Table (continued)

Project/Task	Page Number	Planning Level Cost Estimate	Entities Involved Other Than Hanover County	Ongoing	Short-term	Mid-term	Long-term
Open Space							
Create a new public park on County-owned land off Lakeridge Pkwy with trails, natural spaces, and a small parking area	53	$$$$$	Private Sector				X
Establish a Fall Line Trail trailhead at the intersection of Fall Line Trail and Holly Hill Road	51	$	VDOT, CVTA			X	
Work with developers to implement public open spaces along the Chickahominy River as development of adjacent lands occurs	55	$$	Private Sector	X			
Land Use & Development							
Implement the Route 1 Design Guidelines	66	$		X			
Amend Overlay Districts covering the study area and simplify to one Route 1 Overlay covering the study area	108	$	Town of Ashland		X		
Implement Economic Development strategies to target industry clusters focusing heavily on Hospitality & Tourism	32	$	Private Sector, Henrico County	X			
Create a Tourism Zone	106	$			X		
Develop a program(s) and allocate funding to incentivize improvement of existing developed properties (e.g., facades and frontages including outdoor storage and display areas) on Route 1 as a primary focus and other thoroughfares secondarily	57 58 79	$$$	VDOT			X	
Amend Comprehensive Plan Future Land Use Designations to align with the Route 1 SAP	62	$			X		

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A

Appendix

Create a Tourism Zone

Hanover County's Economic Development Department should collaborate with the Tourism Department to pursue creating a tourism zone in the study area. Stakeholder feedback during the planning process and consultation with Economic Development and Tourism staff indicated initial support for this recommendation. Additionally, the County's recent tourism study indicated strong demand for tourism and supportive uses in the study area. A tourism zone would further support the implementation of that demand.

Much like a traditional business enterprise zone, a tourism zone allows for businesses to take advantage of state and local tax credits and deductions not available to businesses elsewhere. Goals of the incentives are to stimulate business attraction, growth, and increase employment opportunities within economically challenged areas.

Location

The zone would target areas on Route 1 and Lakeridge Parkway (including existing and potential future hotels), destinations like James River Cellars, and the areas recommended for tourism/recreation uses herein (see map opposite).

Incentives and Benefits of a Tourism Zone

These can include, but is not limited to: hiring credits, sales & use tax credits, expense and interest deductions, discount utilities hook-up and payment plans, sewer facility hook-up payment plans and reduced parking requirements.

Process for Creating a Tourism Zone

- Initial development of incentive criteria and zone areas by Hanover County Economic Development, Hanover EDA, and Tourism Department.
- Consult with members of the tourism/restaurant/hotel/retail sectors to see where their identified needs/gaps are.
- Consult with County stakeholders (Commissioner of Revenue, Planning, etc.) to identify hurdles in terms of administration, time commitment, and financial.
- Consult with the County Attorney's Office to make sure program and incentives comply with all State and County codes.
- Compile program, parameters, qualifications, compliance standards, etc.
- Go before the EDA for endorsement and Board Of Supervisors for approval.

Summary of Enabling State Legislation

Appendix 1 in the Code of Virginia, Creation of Local Tourism Zones, § 58.1-3851 includes regulations for the creation of local tourism zones.

Some highlights of the legislation are:

- Any city, county, or town may establish one or more
- The locality may grant tax incentives and provide certain regulatory flexibility in a tourism zone
- Tax incentives may be provided for up to 20 years and may include, but not be limited to (i) reduction of permit fees, (ii) reduction of user fees, and (iii) reduction of any type of gross receipts tax
- The locality may provide for regulatory flexibility in the zone that may include, but not be limited to (i) special zoning for the district, (ii) permit process reform, (iii) exemption from ordinances
- The area can be designated as an enterprise zone if it is a tourism zone.

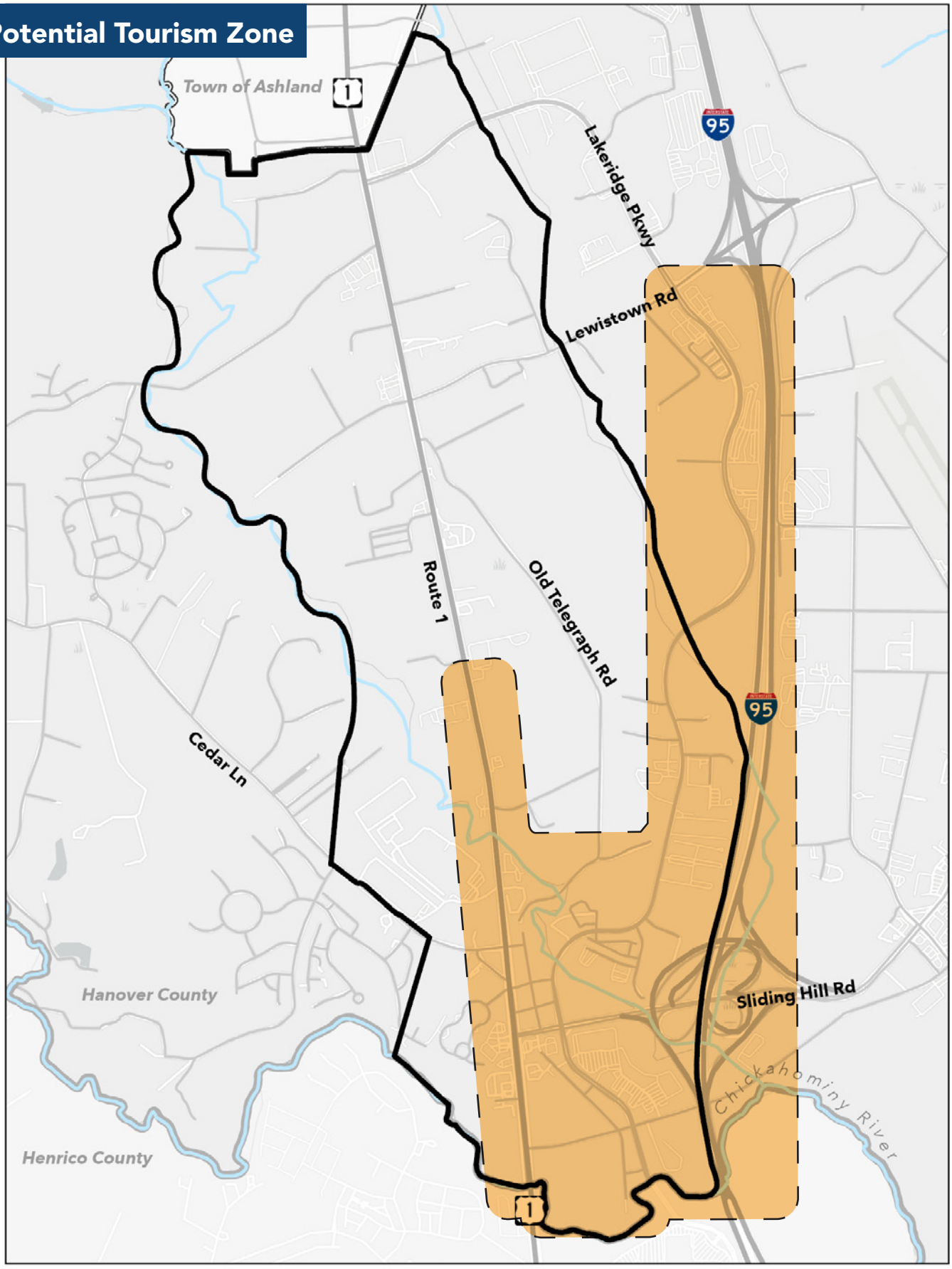
Potential Tourism Zone Area

- The map on the following page is a conceptual tourism zone for the Route 1 Study Area. A formal and final map of the zone or zones would need to be developed further.

What We Heard

69% **of survey respondents expressed support for tourism, hospitality, and recreation uses**

Potential Tourism Zone



Regulatory Improvements

The Route 1 planning area is currently subject to the overlapping application of three separate overlay districts: the Suburban Development Overlay, the U.S. Route 1 Corridor Overlay, and, in the northern portion of the corridor, the Ashland Area Overlay. Combined, these districts impose additional standards related to landscaping, buffering, utilities, screening, and site design, primarily oriented to nonresidential use / development. In some respects, those standards reinforce one another. In other respects, they apply differently depending on location, frontage, or whether a parcel is situated along a particular roadway. As a result, the current regulatory structure within the planning area is more layered and complex than is necessary to support the plan's goal of creating a more cohesive, attractive, and well-coordinated corridor environment. This plan provides a clearer and more unified vision for the form and character of the Route 1 corridor than is reflected in the current overlay framework.

A significant implementation opportunity is therefore a targeted update to the zoning ordinance within the planning area. Rather than continuing to apply three separate overlays in combination, Hanover County should establish a single new overlay district for the Route 1 planning area that is specifically calibrated to advance the vision, character, and development pattern recommended by this plan. This new district would replace the current combined overlay framework only within the planning area. Outside of the planning area, the Suburban Development Overlay and the Ashland Area Overlay would remain in place. Within the study area, however, a consolidated Route 1 corridor overlay would provide a clearer and more unified regulatory structure for implementing the plan

The purpose of the new overlay would not be to create an additional layer of regulation, but to simplify, modernize, and better align the existing framework with the corridor's future role and character. The district should incorporate those elements of the current overlay structure that remain useful to the planning area, including standards related to frontage landscaping and buffering, tree preservation, parking and loading placement, screening of outdoor storage and service functions, architectural design, signage, and the treatment of highly visible frontage and gateway sites. At the same time, it should avoid duplicating development regulations that are already addressed elsewhere in the zoning ordinance and should rely on the base ordinance for general standards of countywide applicability.

Implementation of this recommendation will require Hanover County to prepare and adopt a new overlay district for the Route 1 corridor, including amendments to both the zoning ordinance text and the zoning map. Within the planning area, this district should replace the current overlapping application of the Suburban Development Overlay, U.S. Route 1 Corridor Overlay, and Ashland Area Overlay with a single, coordinated framework for corridor-specific development standards. The following outline describes the recommended content and administrative framework for the new Route 1 Corridor Overlay District.

Proposed Route 1 Corridor Overlay District

To implement the corridor vision established by this plan, the new Route 1 Corridor Overlay should incorporate a targeted set of standards addressing site organization, frontage treatment, screening, buffering, architectural design, and related corridor-specific development issues. The following outline describes the principal content areas that should be included in the district, including concepts drawn from the existing overlay structure and new standards needed to advance the plan.

Purpose and Overall Framework

The new overlay should begin with a purpose statement that clearly ties the district to implementation of the Small Area Plan. That statement should emphasize corridor character, gateway quality, improved site design, stronger transitions to adjacent neighborhoods and lower-intensity areas, and a more coherent pattern of development and redevelopment along the corridor.

This purpose would draw in part from the existing Route 1 Overlay, which is focused on corridor-quality development, and in part from the Ashland Overlay, which emphasizes transition and quality of development in a highly visible community edge area. What is new is that the purpose of the district would be tied explicitly to the adopted vision of this Small Area Plan rather than to the narrower or more geographically segmented purposes reflected in the existing overlay structure.

> ***Example Purpose Statement:***
> The purpose of the Route 1 Corridor Overlay District is to implement the Route 1 Small Area Plan through a unified set of development standards applicable within the district. The district is intended to guide development and redevelopment in a manner that strengthens corridor character, improves gateway appearance, promotes coordinated site design, provides for appropriate buffering and landscape treatment, protects adjacent lower-intensity areas, and ensures the appropriate placement, screening, and architectural treatment of buildings, site features, and other visible improvements. The regulations of this district are intended to supplement the requirements of the underlying zoning districts only where necessary to address corridor-specific conditions and shall not be construed to replace generally applicable standards otherwise established by the Zoning Ordinance.

Applicability and Organization of Standards

The new overlay should be organized around two levels of standards so that it can apply the relevant degree of regulation based on the context of the site. A single, uniform set of requirements for every property in the planning area would be too blunt an approach, particularly in a corridor that includes a range of frontage conditions, development patterns, and visibility levels. At the same time, the current framework's use of overlapping overlays and selectively applied roadway-based standards is more complicated than necessary. A two-tier structure would provide a clearer and more logical way to distinguish between standards that should apply broadly throughout the district and those that should apply only where a site has a more direct and visible relationship to the corridor's major roads and gateway locations.

The first level should consist of district-wide standards that apply throughout the overlay when triggered by new development, substantial redevelopment, or major site modification. These standards would address the recurring corridor issues that are relevant across the planning area regardless of whether a parcel fronts directly on Route 1 or another major road. Such standards would include matters like parking location, loading and service-area placement, screening of outdoor storage and mechanical equipment, transition buffering, tree preservation, and general site organization. In effect, this first tier would establish the baseline expectations for how development within the planning area should function and appear.

The second level should consist of enhanced frontage and gateway standards that apply to sites fronting arterial and collector roads within the planning area, together with any especially prominent gateway locations identified in the plan. These properties have a much greater influence on the public image and visual character of the corridor and therefore warrant a more detailed set of standards. This second tier could address frontage buffers, building orientation toward the roadway,

restrictions on front-yard parking, architectural treatment of street-facing elevations, coordinated signage, and other design considerations that are especially important on highly visible sites. By structuring the district this way, the County can focus its strongest requirements on the locations that most directly shape the appearance and character of the Route 1 corridor while still applying a clear and consistent baseline set of standards throughout the planning area.

Relationship to Generally Applicable Zoning Standards

A central feature of the new district should be restraint. The overlay should not attempt to restate or replace the general development regulations already established elsewhere in the zoning ordinance. The County already has countywide procedures and technical requirements governing site-plan submission, parking and loading calculations, lighting documentation, signage administration, landscaping plans, and related matters. Those regulations should remain in the base ordinance and continue to apply unless the new overlay specifically modifies them for corridor purposes.

This is an important departure from the cumulative effect of the current overlay structure, under which multiple layers of standards now intersect in a way that can obscure which provisions are truly corridor-specific and which are simply generally applicable requirements repeated in overlay form.

Site Design and Building Placement

One of the most important content areas for the new district should be site organization. The overlay should establish expectations for the arrangement of buildings, parking, loading areas, service functions, and open space so that development contributes to a more coherent and visually ordered corridor.

This should include provisions intended to avoid site layouts in which principal buildings are visually subordinated behind expansive front parking fields or service areas. Buildings should generally be oriented toward Route 1, other primary roads, or meaningful internal focal spaces where appropriate. The goal should not be to impose a single urban design model on every site, but to ensure that the overall organization of development supports a more attractive and coordinated corridor environment.

This emphasis is largely new. The existing overlays contain corridor-oriented intentions, but they do not provide a particularly clear or modern framework for site organization as such. The new district should translate the plan's preferred development pattern more directly into regulatory expectations.

Parking Location and Parking Lot Treatment

The overlay should address the location and visual prominence of parking, not simply parking quantity. Parking supply should continue to be governed by the base ordinance, but the overlay should regulate where parking is located and how it is treated in relation to buildings and public roads.

As a general rule, parking should be located to the side or rear of principal buildings. Parking between the principal building and Route 1 or other major frontage roads should be permitted only where site conditions make side or rear parking layouts infeasible. In those cases, the overlay should require enhanced landscaping, screening, and site-design measures to reduce the visual prominence of front-

Illustrative example of parking areas situated to the rear of buildings fronting on a primary thoroughfare.

yard parking and to maintain a stronger building presence along the corridor.

This recommendation carries forward important concepts from the Suburban Overlay's parking-lot landscaping provisions and from the existing Route 1 and Ashland overlays' treatment of front-yard parking. What is new is a stronger emphasis on parking placement as a core corridor-design expectation, with front-yard parking treated as the exception rather than the norm.

Loading, Service Areas, Solid Waste, Outdoor Storage, and Mechanical / Utility Equipment

The district should include clear standards for service functions and other utilitarian site elements. Loading areas, solid waste facilities, outdoor storage, utility equipment, and mechanical systems should generally be located to the side or rear of principal buildings where feasible and should be screened from Route 1, other arterial and collector roads, gateway locations, and adjacent residential or lower-intensity areas.

This is one of the strongest areas of continuity with the existing overlay structure. The current Route 1 and Ashland overlays already regulate the location of loading and outdoor storage and require screening of visible service elements. The new district should carry those concepts forward, modernize them, and apply them within a clearer and more unified framework. One important addition should be the more explicit treatment of mechanical and utility equipment, including rooftop and ground-mounted systems, so that these elements are integrated into the district's overall screening and building-design standards.

Frontage Buffers, Landscaping, and Tree Preservation

A new corridor overlay should include a stronger and more integrated approach to frontage treatment than the County currently has in the planning area. This should include planted (or retained) frontage buffers along arterial and collector roads, preservation of existing mature

Rendering of a vegetated buffer along a frontage adjacent to a main thoroughfare.

vegetation where possible, supplemental planting where needed, and enhanced treatment at gateway locations.

The district should provide for stronger transition buffers where nonresidential development abuts residential or other lower-intensity uses. These standards should be designed not only to screen but to shape the appearance of the corridor and protect neighborhood edges.

This portion of the new district should draw significantly from all three existing overlays. The Route 1 and Ashland overlays provide the most direct precedents for thoroughfare buffers, while the Ashland Overlay offers a more developed precedent for tree preservation and replacement on visible frontage sites. The Suburban Overlay contributes the broader landscaping framework. What is new is the integration of frontage landscaping, gateway treatment, and tree preservation into a single corridor strategy rather than a collection of separate provisions.

Fences, Walls, and Screening Structures

The district should regulate the location and character of fences, walls, berms, and related screening structures visible from the corridor. Front-yard fencing should generally be prohibited except for low decorative walls, ornamental fencing, or similarly designed features that contribute positively

to corridor appearance. More utilitarian forms of front-yard fencing should not be permitted as a routine matter within the district.

Where unusual site conditions, safety concerns, or security needs justify a departure from this standard, the County may wish to allow relief through a special exception or similar discretionary process. Even in those cases, any approved fencing should be designed to minimize its visual impact and remain compatible with the architecture and landscape treatment of the site through the use of additional vegetative screening.

This largely carries forward the existing Route 1 and Ashland Overlay approach to front-yard fencing and screening, but it strengthens that approach by establishing a clearer presumption against front-yard fencing other than low decorative features and by treating more intensive fencing as an exception rather than a standard site element.

Signage and Frontage Identity

The overlay should address sign character on highly visible corridor sites, especially major frontage and gateway locations. General sign administration should remain under the base ordinance, but the overlay should establish corridor-specific expectations related to monument-style signage, coordinated sign programs for larger developments, and the integration of signage into building, landscape, and site-design features.

Example rendering of a well-composed monument sign with halo style illumination of the sign face.

This recommendation draws most directly from the Ashland Overlay's sign-program concept. What is new is the intent to apply that concept more strategically as part of a broader corridor and gateway identity framework rather than as an isolated submission requirement.

Access Management, Internal Circulation, and Connectivity

The district should incorporate standards addressing access spacing, cross-access between adjacent parcels where feasible, and internal circulation that reduces unnecessary dependence on direct driveway access to Route 1. This is important both for corridor function and for the long-term redevelopment potential of the study area.

The current Ashland Overlay provides a limited precedent in the form of Route 1 access-spacing standards. The new district should build from that concept and expand it to address shared access and internal circulation more comprehensively. This would be a meaningful addition to the existing overlay framework and would better reflect the Small Area Plan's concern with corridor function, site connectivity, and the public realm.

Architectural Design Standards

The new district should include a set of architectural standards for highly visible development, particularly along Route 1, other arterial and collector frontages, and major gateway sites. These standards should be tied directly to the design guidance established by the Small Area Plan and should be written as objective or clearly stated conformance criteria rather than as open-ended aesthetic preferences.

The current Ashland Overlay provides a procedural precedent by requiring the submission and review of architectural elevations, materials, and colors for Route 1 frontage sites. However, that framework is limited because it relies heavily on elevation review without providing a robust set of codified criteria for judging design quality or conformance. The new district should improve on that model.

The architectural standards in the new overlay should address subjects such as building orientation, façade articulation, treatment of long wall planes, roof styles and roofline variation (where appropriate), public entrance emphasis, durable and high-quality visible materials, the integration of mechanical systems and service features, and the visual treatment of highly exposed building elevations. The aim should not be to impose a narrowly stylistic architectural code across the corridor, but to ensure that visible development meets a consistent baseline of design quality and conformance with the adopted design direction of the plan.

This is partly carried forward from the Ashland Overlay's elevation-review concept, but it is also a major new component because it would be grounded in articulated design criteria derived from the Small Area Plan rather than in a more open-ended or comparative review process.

Example of the application of architectural design standards to a large building.

Utilities and Infrastructure-related Visual Treatment

The district should continue to address utility boxes, surface infrastructure, and similar visual elements where they affect corridor appearance. Screening of utility boxes and similar surface features should remain part of the district. The overlay should carry forward underground-utility expectations in certain frontage or redevelopment contexts, provided those standards are coordinated with current requirements and are practical for implementation.

This area draws from both the Suburban Overlay and the Route 1 and Ashland overlays. What is new would be the clearer integration of these utility-related provisions into the district's broader visible site-design and screening framework.

Open Space and Highly Visible Site Treatment

The overlay should include open-space or landscape-area expectations for highly visible frontage and gateway sites, especially where such standards support tree preservation, visual relief, or stronger corridor transitions. If included, these standards should be carefully calibrated to the corridor context and should not be imposed in a way that undermines the practical development or redevelopment of sites in the corridor.

This would draw loosely from the Ashland Overlay's open-space precedent, but it would likely need to be revised substantially to fit the broader Route 1 planning area. If carried forward, it should be presented as a corridor-design and visual-quality tool rather than as a generic open-space mandate.

Review and Approval Framework

The new overlay should function within the County's existing zoning and site-plan procedures rather than creating a wholly separate process. All projects subject to the overlay should be reviewed through the normal site-plan process for compliance with the overlay's objective standards, including standards related to buffering, landscaping, parking placement, loading and service screening, access, signage where applicable, and other corridor-specific requirements. For most projects, this compliance review should be administrative and staff-driven.

In addition, the overlay should include an architectural and design-conformance review component. That review should be based on codified overlay criteria derived from the Small Area Plan and should function as a conformance review rather than as an open-ended aesthetic judgment. For most projects, that review could be administered by staff as part of the site-plan process, provided that the standards are drafted with sufficient clarity. For major frontage or gateway sites, or for projects above a defined threshold of size or visibility, the County should consider requiring sketch-plan review by the Planning Commission within the existing ordinance framework. If used, that review should be reserved for projects where early concept-level review is justified and should remain tied to stated overlay criteria.

This recommendation draws on the existing Ashland Overlay's procedural model for sketch-plan and elevation review, but it would improve on that model by grounding review in stated standards and by using the County's existing administrative and site-plan processes as the principal review framework. The most important new element is the clearer distinction between ordinary administrative compliance review and a more limited concept-level review for major corridor projects.

Summary

Taken together, the proposed Route 1 Corridor Overlay should function as a single, coherent district that consolidates the most useful concepts from the current Suburban, Route 1, and Ashland overlays, while modernizing them and supplementing them with new standards needed to implement the Small Area Plan. The district should preserve those parts of the current overlay structure that continue to serve a clear corridor purpose, including buffering, landscaping, tree preservation, screening, service-area placement, sign coordination, and concept-level review of major visible projects. It should introduce new elements that are not adequately expressed in the existing overlays, including a clearer district-wide/frontage-tier structure, stronger expectations for site organization and parking location, codified architectural design criteria tied to the plan, and a review framework that is more clearly integrated with the County's general zoning and site-plan procedures.

HANOVER COUNTY ROUTE 1 GATEWAY SMALL AREA PLAN

Hanover County VA

2026